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ABSTRACT

A joint Senate committee hearing received testimony on the unique circumstances and needs of American Indian Head Start programs. There are currently about 120 Indian Head Start programs providing services to 181 American Indian and Alaska Native tribes. The Associate Commissioner of the Head Start Bureau described the ongoing federal initiative aimed at improving and expanding Head Start by making additional financial and technical assistance available to Head Start grantees. U.S. Senators, tribal leaders, Indian parents, and representatives of the National Indian Head Start Directors Association, the National Head Start Association, the National Indian Education Association, and individual Indian Head Start programs discussed the following issues: (1) potential weakening of the federal-tribal nation-to-nation relationship by proposed decentralization of federal administrative functions for serving Indian children; (2) eligibility requirements that exclude educationally disadvantaged children whose family income is marginally above the maximum; (3) restrictions that prevent a tribal program from serving Indians of other tribes or its own members living off-reservation; (4) need for pre-natal services and services for infants and toddlers; (5) obstacles to construction and renovation of Head Start facilities by Indian grantees; (6) funding difficulties and additional program costs related to the remoteness of many Indian communities; (7) insufficient funds to address the training needs of staff, parents, and volunteers; and (8) need for Head Start services in unserved Indian communities. Appended materials include legislative recommendations, numerical data on Head Start programs, and descriptions of individual tribal programs. (SV)

RC

S. HRG. 103-678

ED 374 939

INDIAN ISSUES REGARDING HEAD START REAUTHORIZATION

HEARING

BEFORE THE

COMMITTEE ON INDIAN AFFAIRS
UNITED STATES SENATE

ONE HUNDRED THIRD CONGRESS

SECOND SESSION

TO EXPAND THE PROVISIONS OF HEAD START SERVICES AND TO IMPROVE THE OVERALL QUALITY OF HEAD START PROGRAMS

MARCH 25, 1994
WASHINGTON, DC

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S. HRG. 103-678

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HEARING

BEFORE THE

COMMITTEE ON INDIAN AFFAIRS
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ONE HUNDRED THIRD CONGRESS

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INDIAN ISSUES REGARDING HEAD START REAUTHORIZATION

The above referenced hearing before the Senate Committee on Indian Affairs was inadvertently printed with the "HEARING BEFORE THE COMMITTEE ON INDIAN AFFAIRS" designation on the cover.

The correct designation is "JOINT HEARING BEFORE THE COMMITTEE ON INDIAN AFFAIRS AND THE COMMITTEE ON LABOR AND HUMAN RESOURCES".

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HEARING ON INDIAN ISSUES REGARDING HEAD START REAUTHORIZATION

FRIDAY, MARCH 25, 1994

U.S. SENATE
COMMITTEE ON INDIAN AFFAIRS, MEETING JOINTLY WITH THE
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The committees met, pursuant to notice, at 10:07 a.m. in room 485, Russell Senate Office Building, Hon. Daniel K. Inouye (chairman of the committee) presiding.

Present: Senators Inouye, Wellstone, Conrad, and Cochran.

STATEMENT OF HON. DANIEL K. INOUYE, U.S. SENATOR FROM HAWAII, CHAIRMAN, COMMITTEE ON INDIAN AFFAIRS

The CHAIRMAN. We gather this morning to receive testimony on a very important matter which I believe will profoundly affect the future of our Nation.

We who are privileged to be committee chairs often make grand statements proclaiming that a particular bill or issue at hand is of extreme significance, and oftentimes this may be true. In fact, 2 days ago, as chairman of this committee, I conducted a hearing on Native American religious freedom—a matter which strikes at the very core of an individual's personal, cultural freedom and dignity.

But if there is one issue about which we must all agree—one singular issue which must transcend demagoguery and political gridlock—it must be the care and protection of our Nation's children, the keepers of our future.

From the inner cities to remote Alaska Native villages, our children are languishing, often caught in the cycle of poverty, desperation, and violence.

It is the duty of this congressional body to provide safeguards for these children, to provide community support to better their living conditions, their health, and education.

Head Start is a vital and imperative part of this education. Head Start seeks to provide comprehensive early childhood development, educational health, nutritional and social services to those most in need—low-income children and families.

I commend the efforts of my distinguished colleagues on the Labor and Human Resources Committee—Senators Kennedy, Kassebaum, Dodd, and Coats—for spearheading the Head Start reauthorization process and for seeking to expand the provision of Head Start services, while simultaneously seeking to improve the overall quality of Head Start programs.

I also wish to acknowledge the Committee on Labor and Human Resources for recognizing that not all Head Start communities are alike, that American Indian and Alaska Native communities have very unique needs and concerns.

Native American communities experience some of the harshest living conditions with high rates of poverty, high rates of unemployment, often residing in rural areas literally hundreds of miles removed from the nearest early child care program or facility.

There are also many native communities who have begun to benefit from Federal and tribal initiatives such as vocational and adult education and economic development. Unfortunately, the result of one or both parents being employed is that the family is now marginally over income, thereby precluding their children from receiving any Head Start services.

I suspect many other issues will be raised this morning—issues such as greater technical assistance; the ability to lease, purchase, and construct facilities; the ability to serve near-reservation children and families—but I would like to leave these to the experts—to the men and women who live and breathe Indian Head Start every day of their lives.

This hearing marks a momentous occasion. It represents the efforts of both the Committee on Indian Affairs and the Committee on Labor and Human Resources to be sensitive and responsive to the needs and concerns of tribal Head Start grantees, program directors, Indian Head Start parents and children.

I wish to note for the record that in the nearly 30 years that Indian Head Start programs have been in operation, this is the very first congressional oversight hearing on these programs. But I would like to pledge that this will not be our last and that we are here this morning to renew our commitment to the needs of Indian Head Start children and families.

Finally, I wish to thank our witnesses today, many of whom have traveled from such distant places as Alaska, Minnesota, Montana, California, New Mexico, Arizona, and South Dakota, and many of whom have never offered formal testimony before.

Your willingness to transcend these obstacles truly bears testament to how much you value and cherish your native children.

On behalf of the committee, I thank you very much for your presence here today.

As you may know, we have a very long witness list, but I can assure you that I will stay here as long as you want.

We will begin our hearing by hearing from the Administration for Children, Youth, and Families of the Department of Health and Human Services, the associate commissioner of the Head Start Bureau, Helen Taylor.

Ms. Taylor.

STATEMENT OF HELEN TAYLOR, ASSOCIATE COMMISSIONER OF THE HEAD START BUREAU, ADMINISTRATION FOR CHILDREN, YOUTH, AND FAMILIES, DEPARTMENT OF HEALTH AND HUMAN SERVICES, WASHINGTON, DC; ON BEHALF OF OLIVIA GOLDEN, COMMISSIONER

Ms. TAYLOR. Good morning, Chairman Inouye and members of the committees.

My name is Helen Taylor, and I was just sworn in on March 14 as the Associate Commissioner of the Head Start Bureau within the Administration on Children, Youth, and Families. I am here representing the commissioner of the Administration on Children, Youth, and Families, Olivia Golden who, unfortunately, is unable to be here today due to a family emergency. However, I would like to request that a copy of her complete written testimony be submitted for the record.

The CHAIRMAN. It will be made part of the record.

[Prepared statement of Ms. Golden appears in appendix.]

Ms. TAYLOR. It is a real pleasure to come before this joint hearing of the Senate Committee on Labor and Human Resources and the Senate Committee on Indian Affairs today to discuss the Administration's proposal to reauthorize and strengthen the Head Start program, with particular emphasis on our ongoing efforts to strengthen Indian Head Start programs.

This is an exciting moment in the history of Head Start—a time to renew the vision of Head Start, a time to build on its many strengths and address its weaknesses, and a time to ensure that Head Start will continue to be a symbol of hope and opportunity for low-income children and families around the country, whether they live in an inner-city neighborhood or on a rural Indian reservation.

As you know, the past nine months have been marked by intense efforts on the part of the Administration, Congress, the Head Start community, and experts from the field of early childhood development to assess the current state of the Head Start program and to chart a course to ensure its continued success both now and into the next century.

This collaborative process began with the formation of an Advisory Committee on Head Start Quality and Expansion by Secretary Donna Shalala last June and has continued through the release of the Advisory Committee's comprehensive and unanimous report in January 1994, and with the introduction of the Head Start reauthorization bill with historic bipartisan, bicameral support just last month.

Efforts to improve Head Start have been bolstered by an increased appropriations for the program, including a 14.6 million increase for Indian Head Start programs in fiscal year 1994—the largest dollar increase ever for Indian Head Start.

The President has demonstrated his strong continuing support for the Head Start program by proposing an increase by more than 20 percent for Head Start in fiscal year 1995.

The American Indian Head Start programs have been a part of Head Start since its beginning in 1965. Like other Head Start programs, Indian programs provide comprehensive culturally and lin-

guistically relevant developmental services for low-income preschool children and their families.

Unlike most Head Start programs, which are funded and managed by the 10 regional offices of the Administration for Children and Families, the American Indian Head Start programs work directly with the Head Start Bureau's American Indian branch in Washington, DC. This administrative arrangement reflects and supports the special government-to-government relationship between the U.S. Government and the sovereign Indian nations.

We know that the need for Head Start is acute in the many Indian communities where there are high levels of poverty and unemployment. We are pleased that we have been able to respond to this need by providing Head Start to a high proportion of the eligible children in those communities and by continuing to increase our investment in the quality of those programs; however, we also recognize that Indian Head Start programs have special needs and concerns.

Recently officers from the National Indian Head Start Directors Association met with Commissioner Golden, myself, and other members of the Head Start Bureau staff to share information about some of the issues facing Head Start programs, including the need to enhance the quality of programs by improving physical facilities and strengthening staff training.

The National Indian Head Start Directors Association's emphasis on quality is consistent with the findings and the recommendations of the bipartisan Advisory Committee Report on Head Start Quality and Expansion.

That report is rooted in three solid principles: No. 1, that we must ensure that quality is in every Head Start program in America and we must strive to help every program obtain excellence; No. 2, we must respond flexibly to the needs of today's children and families, including those currently unserved; and we must forge new partnerships at the community, State, and Federal levels.

I'm pleased to say that these three principles from the Advisory Committee report are clearly reflected in the proposed Head Start reauthorization bill.

The proposed legislation places a strong emphasis on quality, including tough new provisions to ensure that no grantee will continue to provide services if it falls below a minimum quality level and fails to correct its deficiencies. It ensures that Head Start grantees will have access to both financial resources and technical assistance to address quality issues. It also ensures responsiveness to community and family needs by encouraging strategic planning at the national and the local level.

Nationally, new funds will be allocated to communities with the greatest need. Locally, programs will be afforded flexibility to meet the needs in their local community, such as if they need to provide full-year, full-day services, programs will be able to do that for families that are working or in training.

Finally, the bill reaffirms the commitment to partnerships, focusing particular attention on the need to strengthen partnerships between Head Start programs and other agencies in their communities.

The recommendations of the Advisory Committee and the provisions of the proposed Head Start reauthorization bill offer special opportunities for Indian Head Start programs. In particular, focus on investing in quality and the emphasis on allowing flexibility and responding to community needs should prove especially beneficial to Indian Head Start programs.

Among the key issues to be addressed in implementing this vision in the Indian Head Start programs are:

No. 1, ensuring that programs have the flexibility to use resources in the ways that meet their needs—for example, to support transportation class in sparsely-populated rural settings rather than being forced in a national average that doesn't fit. No longer are we talking about a cookie-cutter approach.

No. 2, providing training and technical assistance that is responsive to the special needs and circumstances of Indian grantees. Facilities is a third area that we know is very, very important. Facilities are a key to quality programs.

A 1992 report by the Inspector General of the Department of Health and Human Services cited a significant number of health and safety deficiencies in Indian Head Start facilities and pointed to a lack of consistency in inspection enforcement of these facilities.

I am pleased to say that we have made significant progress in addressing health and safety concerns of Head Start facilities since the release of that report.

The Department has provided technical and financial assistance to address issues cited in this report. We are proud to say that nearly $2 million for modular classrooms and $900,000 for renovations to meet licensing standards in American Indian programs has been distributed.

In addition, to ensure consistency in health and safety inspections and the timely corrections of deficiencies, the Head Start Bureau's American Indian Program Branch and the Indian Health Services Environmental Health Unit have worked jointly to develop a standardized code to implement in monitoring Indian Head Start programs.

Additional funds to meet one-time facility and equipment and program improvement needs will be available to Indian Head Start programs and all other Head Start grantees through fiscal year 1994 funding.

Funds will be available to correct safety problems, obtain adequate equipment for use in classrooms, address transportation needs, ensure that facilities accommodate all aspects of the program, including playgrounds.

This administration is committed to the total Head Start program and we are committed to improving the quality in every Head Start program in America, including the programs in our Indian branch. Partnership was a major theme of the Advisory Committee on Head Start Quality and Expansion, and we recognize that we need to work as partners with the tribes and the Indian Head Start programs to continue to improve the quality and increase the availability of Head Start services for Native American families.

Because many Indian Head Start programs are located in remote areas with limited services and resources, there is an increased need to ensure that Head Start programs lived up to their potential as a central institution in a community that supports low-income children and families. We believe by working together that we can help our Indian Head Start programs to reach that goal.

Thank you.

The CHAIRMAN. Thank you very much, Ms. Taylor.

I am extremely pleased to learn of the strong commitment on the part of the administration, but, as we are all aware, oftentimes the underlying legislation may have been drafted in such a way that the intent and commitment may not be fully appreciated and realized.

For example, one of the important concerns of Indian Head Start grantees is their inability to lease or to purchase facilities from a tribal government because, in most cases, the Indian Head Start grantee is a tribe. Under your regulations, I believe you have a provision that requires a third party in that transaction.

I think you have somehow translated this to mean that if an Indian tribe purchases from an Indian tribe, you do not meet the requirements of the third party rule.

Would you support a waiver to this third party rule in instances where the grantee is a tribe and if there are safeguards to make certain that the transaction is a fair and equitable one?

Ms. TAYLOR. Senator, we recognize that there are a number of problems around the area of facilities with our Head Start grantee. We met a few weeks ago with Indian Head Start directors and they brought a whole range of issues, including that one, to our attention. Another issue was the whole issue of construction.

We are reviewing this whole facilities issue. One of the things that we are doing in terms of working toward implementation of the Advisory Committee recommendation is setting up work groups, and a critical work group is in the whole area of facilities, because this is a problem not only for our Indian grantees, but for Head Start grantees across the country.

The CHAIRMAN. What do you suggest we do? Do we put a legislative waiver in there?

Ms. TAYLOR. I'm not prepared to answer that at this time, Senator.

The CHAIRMAN. May I request that your staff work with the committee staff to come forth with some solution to this?

Ms. TAYLOR. I will certainly take that back.

The CHAIRMAN. In your testimony it says, "The Department appreciates the difficulties encountered by Indian Head Start grantees in purchasing and improving facilities even when resources are available." You said that you are exploring additional options. You have had some discussion on this with the directors of Indian Head Start. What sort of options are we talking about?

Ms. TAYLOR. We are beginning to look at a whole array of options, and I certainly don't have all of the solutions and options that might be available at this point. We will be convening a work group around facilities, and the purpose of that work group will be to look at the statute and what various kinds of options are available to us.

Possible options include collaborating with other Federal agencies around that issue. We hope to bring in experts. There are legal issues involved, and we certainly need to explore all of those avenues and bring in experts in the area around facilities to help us explore and develop options to deal with this whole facility issue.

As I said, it is a problem not only for our Indian grantees, but for all Head Start programs around the country, whether they be in the inner city or in small town America or on an Indian reservation. We certainly have this as a high priority to begin to address this issue.

We are serious about quality, and we know that to provide high-quality programs for children and their families we must have adequate facilities.

The CHAIRMAN. I hope we succeed.

Ms. TAYLOR. As we move along, we will share where we are going.

The CHAIRMAN. I hope we succeed because I think it is almost painfully unfair if we set up a beautiful program in front of them but say that you cannot take full advantage of it because of these obstacles. These are not intentional obstacles, but they are there and I think we should take them away.

Section 9840 of the act—I think it is known as the Gravel Amendment—enables medically under-served rural communities with a population of 1,000 or less to establish their own criteria for Head Start Head programs. Is it the position of the Bureau that this section is limited only to Alaska Native communities?

Ms. TAYLOR. That's not my perception. As I said, Senator, I just arrived and I'm getting familiar with these issues. It is my understanding that if grantees feel that the provision applies to them, they need to apply to the Department in terms of that amendment which outlines some specific criteria that a grantee would have to meet for that to apply.

The CHAIRMAN. I am certain that the statutory language is silent. It does not say just Alaska. I think one of your predecessors must have interpreted this provision to be limited to Alaska because the author was an Alaskan Senator, but I feel that it was meant for all communities, whether they are Alaskan or Lower 48, as they would say. So I hope you will look at that in that light, Ma'am.

As we are all aware, from the very inception of the Head Start program, Indian tribes have been participants. In 1965 there were 34 American Indian Head Start programs. Today there are over 120 Indian Head Start programs providing services to 181 Indian and Alaska Native tribes. However, I have noticed that the Head Start Act does not specifically reference tribes but, instead, refers to reservations. Part of this may very well be a drafting matter because in the 1960's we were not using the terms that we would consider standard today.

However, unfortunately, this outdated approach has caused many problems in Indian Country. For one, off-reservation children and families have been considered ineligible, even though many of these families quality for services under the BIA's near-reservation designation.

If the word "tribe" was used instead of "reservation," then these children would qualify. Could you please clarify this for the committee what standards are applied by the Department in determining whether a particular tribe is eligible as a grantee and what constitutes the service area for that tribe.

And are tribes without a reservation funded? I ask this because there are tribes without reservations.

Ms. TAYLOR. It is my understanding, Senator—and, as I said earlier, I am familiarizing myself with all of these issues so we can begin to move forward and try to address some of them—that there are Indian grantees that serve off-reservation children. The issue has to do with service area.

It is my understanding that there are some areas where there are other grantees that encompass the service area so that the issue that we are talking about is what grantee services what particular area where children reside, because there are Indian grantees that do serve off-reservation children, and what we have to take a look at is, for our reservation regulations, service areas around areas where there are problems.

We are certainly willing to sit down with grantees to talk about it.

The CHAIRMAN. As you know, Ms. Taylor, when the treaties were signed we guaranteed Indian tribes about 550 million acres of land. Today there are less than 50. As a result of takeover by American Government action, some of the reservations are less than 10 acres. If you are going to have 300 members in that tribe, they cannot live on 10 acres. So you may have a headquarters building on the 10 acres with community facilities, and the Indians all reside around that.

But under the interpretation since the word "reservation" is used and not "tribes," these Indians who live outside the reservation—which may be a block away—do not qualify. I hope that in your meetings with American Indian Head Start directors you look into this matter, because I do not think that was the intent of the law, and I do not think the administration would want to have that as the intent of the law.

Ms. Taylor, I have many other questions, some rather technical in nature. If I may, I would like to submit them to you for your consideration.

Ms. TAYLOR. We certainly will be glad to respond as promptly as we can.

The CHAIRMAN. And I thank you once again.

Ms. TAYLOR. Thank you.

The CHAIRMAN. May I now call upon the president of the board of directors of the National Indian Head Start Directors Association, Linda Kills Crow; and the executive director of the National Head Start Association, Sarah Greene.

President Kills Crow.

STATEMENT OF LINDA KILLS CROW, PRESIDENT, BOARD OF DIRECTORS, NATIONAL INDIAN HEAD START DIRECTORS ASSOCIATION

Ms. KILLS CROW. Good morning, Mr. Chairman.

I would like to thank you and your committee for conducting these hearings on behalf of the Indian Head Start programs. We appreciate your leadership on issues concerning Indian children and hope the testimony being given today will lead to changes which will benefit our children and families.

I am here representing the National Indian Head Start Directors Association and the Osage Tribe of Oklahoma, where I am the Head Start director.

Our Directors Association represents the 124 Indian Head Start grantees in 25 States. While we support the Head Start Reauthorization Act, we feel there are some specific issues affecting Indian Head Start programs which need to be addressed as part of this bill.

Last June the Association held its annual conference here in Washington, DC, and developed an advocacy agenda in preparation for reauthorization. I would like to enter this document into the record as our Association's position on the 11 crucial Indian Head Start issues.

The CHAIRMAN. Without objection, it is made part of the record.

Ms. KILLS CROW. From that agenda our Association board has identified five issues where change was deemed essential to achieve high standards of quality while meeting the unique needs of our tribal children. These five issues are sovereignty, construction of facilities, income eligibility, the on-or near-reservation status, and training and technical assistance. Today you are going to hear from several people from the Indian Head Start community discussing these five issues.

I would just like to take 1 minute to talk about the importance of Indian Head Start. In our communities it is the early childhood program. Often it is the only game in town. If we didn't have Indian Head Start, our children would have nothing.

This is where we start the process with our children of preserving language and culture. Many of our young parents have lost these things. The language is something that many of these parents understand but do not speak. We are trying to put this back into our communities.

We often have to teach our children they are Indian. They don't even realize it. They think that Indians are in Dances with Wolves, but don't realize that they, themselves, are Indian, and we try to teach pride in who we are. This is very important in our communities if we are going to preserve them.

The problem we find is: If Head Start is the only game in town, and with these restrictive income eligibility requirements, we have a few children—not many, but a few—whose families have gained economic self-sufficiency but who are no longer eligible for Indian Head Start. It is really sad when the bus is going down the street through Indian housing neighborhoods when you see two or three little children looking through the window waving at the bus but they can't get on because their parents have gotten training and are now making an income which makes them not eligible.

We know that our families are not rich. There are a few middle-class families, but no rich families on our reservation, and we think it is penalizing those families that have advanced economically to not allow their children to attend Head Start.

Going back to the treaties, we realize that education is a treaty responsibility, and we feel that should be extended down to Head Start, and that all the Indian children on our reservation should be allowed to attend.

I would like to thank the committee for their time and for your work on behalf of Indian Head Start. As I said, you will be hearing in detail about these five issues that I have outlined.

Thank you.

[Prepared statement of Ms. Kills Crow appears in appendix.]

The CHAIRMAN. I would like to commend you, Ms. Kills Crow, for the leadership of your Association in identifying many of these problems. I think your solutions make good sense.

What is the means test? How much would disqualify a family?

Ms. KILLS CROW. To give you an example, Senator, if a single mother with one child was making $5 an hour, that child would be ineligible for Head Start.

The income guidelines for Head Start are the lowest of any of the Federal programs, such as WIC, that have guidelines. We have children eligible for WIC, for a number of other services that require income guidelines, but Head Start's are so low that we have a lot of children that just miss making that eligibility requirement.

Senator WELLSTONE. Mr. Chairman, can I pursue that question?

The CHAIRMAN. Yes.

Senator WELLSTONE. Were you going to go on the same question, or a different one?

The CHAIRMAN. I was just curious.

Senator WELLSTONE. Let me wait, but I want to ask something on the same point in a moment.

The CHAIRMAN. I was going to call upon Ms. Greene first.

Senator WELLSTONE. Could I just ask her?

The CHAIRMAN. I just wanted to know, while we were talking, what this—

Senator WELLSTONE. Could I ask for clarification on it too, then?

The CHAIRMAN. Sure.

Senator WELLSTONE. Is it the official definition of poverty or considerably below that in terms of—usually we have poverty level, 150 percent of poverty, 200 percent of poverty. With Head Start this is across the Nation, right? But it has a disparate impact in Indian Country? But is it the official poverty figure, or below, or what?

Ms. KILLS CROW. I believe it is the exact poverty base. Where other programs are at 150 percent of poverty, we are at the poverty base. We don't have any percentage above.

Senator WELLSTONE. Mr. Chairman, I would just point out, as long as we are on this point, just for a moment—I'd want to make two points.

No. 1, with many of our programs for low-income people—and we're talking now about the education of children, to give them just what we say, literally a Head Start—we certainly go beyond 100 percent because this figure, which was developed by a woman named Molly Orshanski in 1963—actually, this whole poverty index and the way we measure poverty in and of itself is of dubious value in terms of the real truth.

Poverty is when you don't have enough income to purchase a minimum amount of goods and services. We have kept this definition quite low because to raise it would then mean we would have to face an unpleasant truth, which is to say we have many more poor people in our country.

So we first of all have an inadequate definition. Then, with most of our programs of assistance, we go beyond 100 percent knowing that, even though I think the index should be changed.

So if it is just literally the poverty figure, I think we do run into some serious problems.

My last point is if there was ever a program where you would want to try and expand the eligibility it would certainly be Head Start with children.

And then the other thing that is, of course, ironic is we don't even serve all those children that are eligible based on an inadequate definition in the first place of eligibility.

So we might be able to pave some new ground here if we were able to make these changes, I think.

I won't take anybody's time, but this whole—this went back to 1963. It was when we first—Michael Harrington's book, "The Other American,"—we wanted to finally have some measurement. I think Molly Orshanski, herself, wished that it had never been used the way it has been used. It is just a shame we don't change it, because this is the impact.

The CHAIRMAN. I agree with you that 30 years is long enough. The time has come for change.

Senator WELLSTONE. Yes; that is correct. And I'm not going to drone on, but if I went into it in great detail I think you would, Mr. Chairman, really agree that the time has come for some change.

The CHAIRMAN. Ms. Greene.

STATEMENT OF SARAH GREENE, EXECUTIVE DIRECTOR, NATIONAL HEAD START ASSOCIATION

Ms. GREENE. Thank you very much.

I'd like to also thank you, Senator Inouye and members of your committees for conducting this very timely hearing.

As in the past, the Head Start community is grateful for your continued support and dedicated interest in Head Start program.

As with many Head Start events this year, this is a historic event and one in which both communities have a great deal of pride, and we do, again, thank you for holding this very important hearing.

As said, I am Sarah Greene, and I am here actually in three capacities: First, as a former Head Start teacher, education coordinator, and director of a Head Start program in Manatee County, Florida; secondly, as a member of Donna Shalala's Advisory Committee on Head Start Quality and Expansion; and, thirdly, as the chief executive officer of the National Head Start Association.

My comments will come from my experiences as a Head Start advocate, which began in 1970. Since that time, I have spent considerable time conversing with Head Start parents, staff, and leaders across the Nation, and I, too, congratulate Linda Kills Crow, her leadership, and their association for the outstanding work they

are doing in trying to raise and get resolve to the issues facing their program and their children and families.

I think that the true leaders of Head Start are those who daily work with families and children as they face the struggles of poverty and other prevalent social pressures. I am pleased that you have acknowledge the importance of these individuals at today's hearing. I am also pleased that you have acknowledged the importance of the National Head Start Association by asking for our representation at this hearing.

Our association is the membership organization representing 721,000 children and more than 2,000 Head Start programs in America. It is the only national association dedicated exclusively to the concerns of the Head Start community.

We are a private, not-for-profit corporation governed by a 49-member board of directors composed of a parent, staff, director, and friend representative from each of the 12 regions. Ten of the 12 regions are geographical regions. The other two regions span several states; region 11, representing Native American children and their families; and region 12, representing migrant children and their families. Consequently, there are four members of the Native American Head Start Association on our board.

In September 1993 the National Association's board of directors endorsed the advocacy agenda of the National Indian Head Start Association.

In my testimony today, I would like to emphasize that part of the magic of Head Start when you can visit programs from coast to coast and find many of the activities, the same standards, and the same expectations for children and their families. This, of course, is due to the fact that Head Start programs must adhere to strict performance standards. This is the magic, because while there is commonality, there is also a uniqueness that comes from the ability for programs to design their approach based on the characteristics and needs of their community.

We, as a Head Start community, take pride in this national alliance, but we do realize that some aspects of all of our programs—this certainly includes Indian and migrant programs—require special attention.

One area of concern that requires special attention, as has been mentioned, is that of facilities. Tribal Head Start grantees have experienced tremendous difficulty over the years, as have all Head Start programs, in acquiring adequate and safe facilities.

The National Head Start Association is concerned that the current Head Start reauthorization legislation does not grant Head Start programs the legal authority to construct facilities. This is crucial for quality expansion of Head Start programs. In many areas of the United States—and very predominantly in tribes—there are no facilities to purchase, rent, or renovate.

The National Head Start Association recently conducted a survey to obtain a better understanding on the status of facilities and the impact of expansion. As many as 525 agencies responded to this survey, including 45 grantees in region 11. This represents approximately 40 percent of the Indian programs.

The results revealed that 41 programs were having difficulty acquiring facilities, 39 identified lack of money to purchase facilities,

36 identified lack of facilities regardless of funds, 34 commented that they expect the problem to continue.

We don't want to see Head Start centers across the United States characterized by portable units. Because Head Start programs are growing and are not able to construct facilities, and in many areas there are limited or no facilities to purchase, portable units are being purchased.

A portable unit is a temporary solution. In many instances, construction would be less expensive than the purchase of a portable unit. This situation must be addressed for both Indian programs and all Head Start programs during the 1994 reauthorization.

The proposed legislation clarifies that training and technical assistance funds shall be focused on program and management deficiencies, training and career development needs of staff, and strategic planning and needs assessment to guide program expansion.

While the National Head Start Association supports this emphasis on T/TA, we are concerned that the current T/TA system is fragmented and not necessarily attuned to the needs of the Head Start programs.

Before the current system is built upon or a new system is initiated, there should be a review to identify the strengths and weaknesses of the existing system.

The National Head Start Association is recommending that 3 percent of the existing funds be set aside for T/TA. Currently there is a 2 percent set-aside.

We recommend, with these additional funds: long-distance learning capabilities be included in the T/TA funding. Currently there is a demonstration project in place that develops, produces, and delivers training live, by satellite, to Head Start teaching teams in remote and isolated areas of the United States and its territories. Of the participants, 18 percent are Native American.

According to an evaluation conducted by an independent contractor, over 92 percent were pleased with the results of these efforts.

I must add that there is no way in this testimony to capture the enthusiasm of the participants I have spoken with who have been involved in this effort.

College credit must be associated with some aspects of Head Start training. From the information NHSA has obtained from the most recent Head Start program information report, educational staff in Indian programs are almost exclusively relying on a child development associate, or CDA.

CDA, a competency-based credential, is certainly an important piece of the Head Start career development program, but in many instances programs use additional training funds to work with colleges and universities to attach college credit to the training they are currently receiving. Their earning of this credit would provide the Head Start staff to continue work toward higher degrees. Currently, 34 percent of Head Start staff are former Head Start parents.

State office in each State be established as a satellite of a regional training system. Indian programs are in 24 States. This makes the current training system not easily accessible by all tribes. In this type of system, there must be assurances that provisions would be made to provide appropriate training to tribes.

The National Head Start Association has gone on record as being opposed to the existing eligibility guidelines by Head Start entry. The working poor on the borderline of poverty have demonstrated the need for Head Start services. Families may qualify for WIC, Medicaid, free lunch, and subsidized housing, but make too much money to have their children enrolled in Head Start.

The Head Start eligibility guidelines are the lowest for any of these Federal programs and other Federal programs offered by tribes. This problem becomes intensified on reservations when Head Start is often the only preschool or early childhood program operating within the tribal community.

I was just raring to jump in when you were talking bout the income guidelines, because it is a problem. We have been talking about it. It gets increasingly worse over the years, and we don't think we ought to use the excuse that it then gives us more numbers to deal with. People are there. They are hurting.

We have centers located in HUD housing projects, but many of the families can't get into Head Start. To have the same income guideline over every State—$14,000 for a family of four in Mississippi, Alabama, New York, and Boston, is the same amount of money. It just isn't right, and it is time to change it.

The National Head Start Association recommends that children and families participating in other programs are automatically eligible for Head Start. We could then provide more comprehensive services to our families utilizing all of the Federal funds and other programs that exist if we, ourselves, practice that type of partnership and collaboration.

Also in the area of Head Start eligibility, the National Head Start Association recommends the Bureau of Indian Affairs' definition of tribe be consistent in the Head Start law. Since Head Start began in 1965, many Native American families have moved off the reservations but live nearby. These children are not permitted to attend Head Start on the reservation. This again is another example of inconsistency in Federal regulations.

Before ending my testimony, I would like to comment on Head Start quality. There have been many major attacks on the Head Start program during this past year. Many inaccurate statistics have been used to berate the effectiveness of Head Start.

Head Start is a program that has been successful in improving the lives of many low-income children and families across this country. It is a human service program, a grassroots program.

Research confirms that program quality is one of the strongest factors in a successful intervention. In a recent study of 32 Head Start classrooms presented at the Head Start Research Conference, quality stood out as the strongest indicator of positive outcomes for children. In another study at the same conference, quality Head Start programs were cited for their ability to impact violence and gang activities.

During the 1990 reauthorization of Head Start, it was our association that lobbied to ensure that quality was addressed—quality versus quantity. It was apparent to many of the Head Start leaders that Head Start could not continue to grow unless Congress was willing to address quality.

Fortunately, during the 1991 reauthorization, a bipartisan Congress did a set-aside for quality initiatives. We would like to commend the Members here today that displayed the leadership to address quality issues during that reauthorization.

Although these funds were greatly needed, they were certainly not sufficient to remedy years of inattention to quality.

Our association would like to applaud the Administration for furthering their commitment to this set-aside in the 1994 reauthorization. The bill emphasizes the need for programs to use quality funds and not be restricted to the 25 percent.

I would like to again emphasize the importance of working with Federal staff to see that these quality initiatives are implemented. There are Native American programs that have never seen a Federal monitoring team.

It is imperative that as Head Start grows, Federal staff grows to accommodate the program. In some regions there are fewer Federal Head Start staff than before the large expansion efforts. This necessitates more time for paperwork, with less time to spend on technical assistance to grantees.

While investing in quality, we must be aware that part of the quality team is at the Federal level. As the rest of the Government downsizes, our goal is for the Federal staff to be right-sized.

We also support language in the Head Start Act which directs the Secretary to provide Indian preference to positions within the Head Start Bureau office responsible for meeting the needs of Indian children.

Head Start does work. It provides children and parents with a foundation that is needed by families as they begin to cope with the realities of public school and other social pressures.

The Head Start Act amendments of 1994 build upon the existing strengths of the program, which strongly embraces partnerships. The partnership that is initially needed to launch these findings is that of a bipartisan Congress and Administration moving forward with the total involvement of the Head Start community to make these recommendations reality, both through reauthorization and through sufficient increases in funding.

This committee today has certainly demonstrated an outstanding willingness to join together to discover more about the needs and concerns of a special member of the Head Start family. The National Head Start Association commends your efforts and commitment to children and families.

Thank you.

[Prepared statement of Ms. Greene appears in appendix.]

The CHAIRMAN. Ms. Greene, I commend you and your organization for supporting the many changes advocated by the American Indian Head Start Association. I think these changes have great merit, and I can assure you that I, for one, would support them, and I believe this committee will, also.

Ms. Kills Crow, as you know, by the Constitution and by the laws of this land, Indian tribes and nations are considered sovereign. This sovereignty is supported further by the 800 treaties that have been entered into by Indian tribes and the Government of the United States.

As part of the treaty, much of the lands of this Nation were given up to the Government and to the people of this land, and in return Indians were assured, as long as the sun rises in the east and sets in the west and the rains flow from the mountaintops to the sea, that this Government would assist Indians in maintaining their well-being, their health, their education, and provide security.

If that is so, do you believe that all Indian children, whether they have working mothers or not, should be eligible?

Ms. KILLS CROW. I definitely do. I think that all children should. I agree with your assertion about the treaties. I think it is a trust responsibility, and especially in reservation and rural Indian communities like Oklahoma where there are no other types of programs available.

In urban areas there may be some types of programs that have been initiated through Indian centers, or what have you, that are available to serve the special needs of Indian children, but in rural communities there is nothing, either Indian-oriented or not, available to our children. So yes, I do believe all of our children should have that opportunity and income guidelines should not be a consideration.

The CHAIRMAN. Ms. Greene, a study of the history of the United States would indicate that most Indians do not live in their homelands or their ancestral lands. Oklahoma is a classic case where most of the Indians were literally with shackles brought in from everywhere—from Florida, Alabama, Georgia, North and South Carolina. Even the Apaches are there from the Mexican border. The Seminoles from Florida are there.

It was the determination on the part of the Government to rid this East Coast and certain other areas of Indians. They just wanted to get rid of them because Europeans wanted to settle there.

So, as a general rule, Indians ended up in places where no one else wanted. Indians did not select the deserts because they happened to love deserts; they are there because no one else wanted the desert.

And at the present time, the unemployment in reservations I believe has improved—in other words, it has come down. It used to be 57 percent. Our national unemployment is 7, but Indians were 57. It is now down to about 40. We are getting there, but not quite.

So I find it rather strange that since 1987 Head Start nationally has grown over 60 percent, but in Indian Country it is less than 30 percent. What we are trying to do is to make certain that at the least the growth in Indian Country would be the same.

Having said that, would you go along with President Kills Crow's assertion that the means test should not apply in Indian Country?

Ms. GREENE. Definitely. We fully support that. One of the things that is unique about Head Start is in our performance standards and in the law it talks about a program being designed to meet the needs of the local community, the ethnic population, the cultures. But in actual practice oftentimes there are other rules that are written about the law that prohibits that from happening. To me, this is a special need that requires that kind of action, and our association would fully support it all the way.

The CHAIRMAN. Some day we will put you in charge of the Head Start program.

Ms. GREENE. All right. I assure you I would get it done.

The CHAIRMAN. You are truly—

Ms. GREENE. And not wait 30 years.

The CHAIRMAN. That is right. And I commend you for your enlightenment.

If we did what your recommendations suggest, will the cost of Head Start in Indian Country go up?

Ms. KILLS CROW. We don't believe so. We are not asking for additional dollars. We are just asking—I think really what we would like is for tribes to be able to set their own guidelines for admissions criteria. Income shouldn't be the only guideline.

We do want to serve the poorest of the poor, but we have problems on our reservations and our communities of alcoholism, drug abuse, and even gangs are coming in. We have other problems besides just lack of income, and we really feel that the tribe should be able to make the determination and set those eligibility criteria based on whatever the needs are of that local community.

The CHAIRMAN. Thank you.

Senator Wellstone.

Senator WELLSTONE. Thank you, Mr. Chairman.

On the issue of the income eligibility guidelines, would you—it seems to me that can be broken down into two separate questions. One question is: what about the children from families that are just above the way we define it and they need the help every bit as much and, as a matter of fact, they are growing up in families that are really having a tough time, regardless of how we officially define poverty? Shouldn't they be eligible? That's question number one.

I guess the second question is: would you see, however, if you said "across the board for all children," a point where you might want to put it on a sliding fee? Would you want to have any kind of payment at all, or would you leave that up to decisions made by different sovereign nations?

Do you see what my question is?

Ms. KILLS CROW. Personally, I'd like to see it left up to each tribe to make that decision. Right now there is no provision for any kind of sliding fee scale.

Yes; in some of our communities we have an IHS clinic, and maybe some of the staff people there, the IHS positions, do make relatively high salaries compared to other people. Their children, though, do live in those communities and don't have access either.

I can see that there are some cases, and some tribes might want to make that determination to set some type of sliding fee scale, but I think that should be, again, left up to the tribe to determine that based on whether they have the facilities, how many slots they have available, who they can serve. That should be their determination as to what their guidelines should be.

Senator WELLSTONE. I want to just ask one other—make one comment and ask one question for the two of you, if that's all right.

My comment is that one of you all said—and I thought it was a point well taken. I'm not in disagreement, but I guess I wanted to add a caveat.

One of you said that one of the real problems here is that for those children that kind of fall between the cracks because they don't meet this very strict definition—which, again, is totally unrealistic. We just want to say we have 30-some million poor people as opposed to 50 million poor people. That's why we have this definition, really.

You said that in the urban areas there may be other options that you don't really have in some of the reservations. But the truth of the matter is, by and large, there aren't very many options. Those kids, too, are shut out.

Certainly in rural America, be it in Indian Country or be it in communities next to Indian Country, it is the very same issue.

My second question is: Could you talk a little bit about national training programs for Head Start directors in Indian Country? What is your feeling about the importance of—now we get back again to the question of really making sure that these programs are effective and work well and are accountable. Is there any such program?

Ms. KILLS CROW. Yes, sir; we have a technical assistance provider at Three Feathers Associates, which is based out of Norman, Oklahoma, which serves all 124 of our grantees—which, again, are located in 25 States, which makes it very difficult to provide immediate responses to needs.

One of our biggest problems has been a great turnover in staff. We say—and keep tracking this every year—that we have a turnover of about 30 percent of the Head Start directors every year. When your administration is turning over at 30 percent of the directors a year, your training needs are continual, and we do need some relief in this area.

Senator WELLSTONE. With the Indian Head Start program?

Ms. KILLS CROW. With Indian Head Start.

Senator WELLSTONE. Why that turnover?

Ms. KILLS CROW. Partly I think it may be tribal politics. Part of it is these programs mostly are very small, but they still have a vast amount of paperwork to do.

We try to hire from within the tribe, and often we don't have people with all the skills necessary to handle a position such as administering a Head Start program. Because they are small, we don't have the support staff available to them, so Head Start directors become very frustrated with the position they are in and often either burn out or just throw up their hands and leave. A few can tough it out, but it is hard.

And that goes across the board for teachers, coordinators—there is just a high turnover rate and a constant need for training within the program. And there is no system now for on-site training or if a tribe gets in trouble for someone to go out there and take care of that situation immediately, so it is allowed to fester and just gets worse and worse.

Senator WELLSTONE. Ms. Greene, do you have the figure for what the average salary is for Head Start teacher?

Ms. GREENE. Right now it is between $13,000 and $14,000, up from the $10,000 it was when we started with the 1990 reauthorization. So while it is improved, it is still very, very low. And this is for people that have been teaching for over 10 years in the programs. They have some longevity.

Senator WELLSTONE. That's about—for a family of four, accounting for some urban/rural differences, what is the—and it is a bogus definition, but what is the official definition for poverty? For a family of four now is it up close to about $12,000 or $11,000?

Ms. GREENE. For a family of four it is close to $14,000.

Senator WELLSTONE. That is our official definition of poverty in the country right now, which is based upon the idea that you take the Agriculture Department's low-cost food cost plan and you say if a family doesn't have three times that it is poor, assuming, since 1963, that housing, utility bills, and transportation, roughly speaking, have stayed the same in terms of cost. That's what makes this so dubious.

So essentially the teachers aren't even making the poverty-level income. It's like child care workers. You know how we talk about children, children, children make on the average of about $5.50 or $6 an hour. You get paid twice that much in Minnesota if you work at the zoo—which, by the way, is important. That's not my point. But it is another point which is understood.

So your teachers aren't making poverty-level income.

Ms. GREENE. And in most programs they are only working nine and ten months, so in the summer they either try to find another part-time job or draw unemployment, which is another program. So the problem is just complicated even more so.

Senator WELLSTONE. I just raised the question to make the point. I wish I could change it. It just seems to me it is just an incredibly hypocritical contradiction.

Thank you very much.

The CHAIRMAN. I can understand your frustration, Senator, because I was here when this law was debated and enacted into law, and the hopes were high. We thought this was salvation for children. But it is the salvation for some children, but not all children.

Senator Conrad.

Senator CONRAD. Mr. Chairman, I have a statement that I'd like to have made part of the record.

The CHAIRMAN. It will be made part of the record.

STATEMENT OF HON. KENT CONRAD, U.S. SENATOR FROM NORTH DAKOTA

Senator CONRAD. Mr. Chairman, I thought the questions by the Senator from Minnesota were most appropriate because I recall my own visit to a Head Start facility just across the border from your State, Senator Wellstone.

In visiting with the teachers there, and just in conversation I asked the question of what was the average salary there, and I remember getting a response that was along the lines of the testimony here. I remember being shocked by the numbers and shocked by how low they were.

I recalled that a cousin of mine had taught in Solin, North Dakota—which largely serves Indian children in our State—and that she had been making substantially more than that but had left the teaching profession—although she won every award they had to give for excellence in teaching—because she simply couldn't make a decent living. And she was getting $4,000 or $5,000 more a year than these Head Start teachers were getting.

Then I read in the newspaper every day about people signing $25 million 5-year contracts for various sports, and I see people who are movie stars and people who are entertainers having incomes of $25 and $30 million a year. I go through the cities of the country and I notice a very interesting phenomenon of new neighborhoods with palatial homes—I mean really stunning homes—that must cost millions of dollars. And there aren't just a few of them. There are lots of them.

I think to myself, You know, somewhere we really have the priorities amiss here in the country. Something is wrong about our values when the people who are teaching our children and the people who are assisting our kids are valued in a way that is really almost insulting and, at the same time, in our culture we just heap money—heap it—on others.

I really think there is something gone awry in the country in terms of what we are doing and what we deem to be important. And so, Mr. Chairman, I have gone into this in more detail in my statement. It is just an observation I make about what is important.

When it is all said and done and you look back, living in a 6,000 square foot home—probably those folks could live in a 5,000 square foot home and a little of that money could go to helping to provide an overall society in which young people have a chance and an opportunity.

I just want to thank you who are willing to give your time to really do what is the most important thing in our society, and that is to help prepare children to realize their full potential. I really think you are the heroes of this country. Somehow we ought to find a way to recognize the people who really are doing something that is important.

Maybe we should put you up on stage. Maybe some of you aren't singers or entertainers or can't hit the ball out of the park, but somehow we've got to focus on the people who are really making the most important contributions and elevate them and raise them up, because they are the ones that raise up our society.

I thank the Chair.

[Prepared statement of Senator Conrad appears in appendix.]

The CHAIRMAN. I thank you very much. Your statement somehow invites response.

Teachers and nurses do not get adequate pay. We hate to admit it, but most of them are women—that is why. If most teachers were men, if most nurses were men, I can assure you that their pay would be much, much more abundant.

I think we have an obligation now on our part to make certain that we should go beyond advocating women's rights and equal pay for equal work. We should make certain that we mean what we say.

I hope the time will come when school teachers will be accorded the respect that they are entitled to, and with that respect the pay; otherwise, we are not going to get teachers any more.

Soon after the war I was given a choice to teach, be a welfare worker, be a minister, or politician. You see, I wanted to be an orthopedic surgeon and I could not make it, so all of my advisers said these are the four you should consider. I checked up on teachers, and at that time a teacher's pay was $125 a month. I said, "Man, that is too much of a sacrifice." Welfare worker, the same thing. Ministry, obviously out of the question.

Senator CONRAD. For what reasons?

The CHAIRMAN. We will discuss that after the hearing. That is why I am a politician. But, seriously, we have to do something about that.

Well, ladies, I thank you very much. Your statement has been most helpful. I can assure you that I will, in all seriousness, discuss the matter of trust responsibility and accordingly take away the means test.

Thank you so much.

Ms. KILLS CROW. Thank you.

The CHAIRMAN. And now may I call upon the Chief Executive of the Mille Lacs Band of Ojibwe, Onamia, Minnesota, Marge Anderson. She will be accompanied by the director of the Head Start program, Norma Thompson. May I call on the Governor of Taos Pueblo Tribe of New Mexico, Carl Concha, accompanied by Carmen Lieurance, Director of the Taos Head Start; the illustrious Chairman of the Mississippi Band of Choctaw Indians, Phillip Martin, accompanied by DeLaura Saunders, Director of the Mississippi Choctaw Head Start; the Vice Chairwoman of the Oneida Tribe of Wisconsin, Loretta Metoxen, accompanied by Pamela Ninham, Director of the Oneida Head Start.

I am most sorry to announce that the vice president of the Navajo Nation, Marshal Plummer, wanted to be here but because of an emergency is not able to join us.

Senator WELLSTONE. Mr. Chairman.

The CHAIRMAN. Yes?

Senator WELLSTONE. Might I just issue a warm welcome to Marge Anderson and to Norma Thompson from Minnesota for being here.

The CHAIRMAN. Why do you not introduce them?

Senator WELLSTONE. They need no introduction. Your introduction sufficed. I know Julia Lessard is here, as well, and I just welcome all of you from Minnesota.

Thank you.

The CHAIRMAN. You must have a lot of Head Starts there. Are there a lot of Head Start programs in Minnesota?

Senator WELLSTONE. Yes; Minnesota is ahead of the Nation in everything.

The CHAIRMAN. I will not respond to that.

May I call on Ms. Anderson.

STATEMENT OF MARGE ANDERSON, CHIEF EXECUTIVE, MILLE LACS BAND OF OJIBWE, ONAMIA, MN, ACCOMPANIED BY NORMA THOMPSON, DIRECTOR, MILLE LACS HEAD START

Ms. ANDERSON. Good morning, Mr. Chairman and members of the two committees. My name is Marge Anderson. I'm the Chief Executive of the Mille Lacs Band of Ojibwe Indians located in northeastern Minnesota.

I thank you for holding this hearing. I also want to thank Senator Wellstone for his assistance and leadership on this issue in Minnesota.

It is an honor to appear before this committee today.

I want to begin by giving you a simple fact: From our reservation, before most of our young people have pursued secondary education degrees, became college graduates, they were Head Start graduates first. That's how important Head Start to our Mille Lacs Reservation.

I am very proud to be a Head Start grandparent. As a tribal leader and grandmother, I have attended countless Head Start graduation ceremonies. It is my dream one day to attend college graduation ceremonies for each of my grandchildren. If that dream comes true, Indian Head Start would deserve much of the credit. Thank you.

Unfortunately, our ability to serve Indian children at Mille Lacs through Head Start is being weakened and children are the victims. We need you to strengthen the Indian Head Start by allowing us to serve our children who otherwise go without preschool education.

There are two reasons for this. First, it ought not cost the Federal Government one extra dime. We seek to maintain our funding, not increase it. Second, the United States is legally bound to provide for the education of Indian children. While the United States has a moral responsibility to ensure that all children across these lands have access to quality preschool education, only in the case of Indian children is that responsibility a legal one. Unless the law is improved , the United States will have yet broken another promise.

The problem I am speaking of deals with some ineligibility guidelines which dictate who we can serve on our reservation. At Mille Lacs, thanks to Indian gaming, our people have been the beneficiaries of a tremendous new boom in economic development. Where 3 years ago our unemployment rate was nearly 50 percent, today our unemployment rate is nearly zero. However, many of our families are being penalized for being employed by being forced to choose between a stable job and a quality preschool education for their children.

If something isn't done, we'll lose our Indian Head Start at Mille Lacs. We cannot meet the magic number of income eligibility which the Federal Government requires us to serve. Ordinarily this might be considered a victory against poverty but, instead, it is a great tragedy because these over-income people are still poor. In fact ,nearly all of our families are now over the Head Start income guidelines while still eligible for other Federal assistance such as WIC, Medicare, and housing assistance.

Some may ask: Why don't your tribe just use your gaming revenues rather than depending on Federal funds? The answer to that is simple. At Mille Lacs we have already supplemented Head Start as much as we can. We spent nearly 2.3 million of our own revenue on an elementary school, half of which houses Indian Head Start. We spent nearly 1 million on tribal day care for our children to attend after Head Start recesses each day, but even our day care is in trouble. Many of our people cannot afford fees.

While our day care operating expenses are $400,000 annually, we only collect about $30,000 from fees from our parents. The band is supplementing the rest right now, but we have done all we can. We cannot reverse 150 years of poverty overnight, and as a tribe we cannot keep Indian Head Start alive without your assistance.

There is another reason why Congress should allow us to serve all our children, Mr. Chairman. The issue of income eligibility is a problem faced by most Head Start programs in our State of Minnesota. If the Federal Government forces our programs to close, the result would be discriminatory to have a disproportionate impact on Indian children throughout our State.

No Indian child on a reservation in Minnesota will have an opportunity, regardless of how poor they are, because Indian Head Start would die and there would be no other program to serve them.

For a population with the highest teen suicide rate, the highest percentage of high school dropout rates, teen pregnancy, and countless other social problems, that would be a tremendous injustice.

I want to close by telling you a painful part of being an Indian. As long as I can remember, society has looked down on us. How many times have I heard, "Why don't you Indians just get off your feet and do something for yourselves?" At Mille Lacs we have done something—we have created jobs. But it is clear that some segments of society are not happy about it. It is a typical catch 22 style that they don't want us rich, but they don't want us poor, either. Some of our people have decided that society simply doesn't want Indians at all.

For the Federal Government to penalize our people when we are just getting off the ground financially, that only reinforces that message.

As a tribal leader, I do not come before you today with any formal education or training. My education was achieved through the School of Hard Knocks, but it need not be that way for today's young people. It must not be.

As a tribe we are doing all we can to fulfill our responsibility to our children, but do not forget it is you, the Congress, who shares in that responsibility, and it is , indeed, a legal one.

I am here today to request that the Congress remember its trust responsibility to all Indian tribes and people—especially toward our Indian children. It will not cost any more money. It is the right thing to do.

Education is all we have going for us Indian tribes. Do not deny us our most precious resource—our children's right to a head start in life.

Thank you again for the opportunity to testify. I want to commend your hardworking staff, who have been absolutely outstand-

ing to work with. We cannot ask for any better, more professional assistance.

I will now turn to our Indian Head Start director of 27 years, Norma Thompson, to provide a few details about our program.

[Prepared statement of Ms. Anderson appears in appendix.]

The CHAIRMAN. Ms. Thompson

STATEMENT OF NORMA THOMPSON, DIRECTOR, MILLE LACS HEAD START

Ms. THOMPSON. Mr. Chairman, members of the committee, my name is Norma Thompson. I came to work at Mille Lacs 27 years ago. I have been the Head Start director, and probably over those years have helped to comfort, hold, help feed, help teach most of the 3- and 4-year-old members of the band. It has been a joy.

At Mille Lacs we are funded to serve 69 children. Currently, 14 of those children are over-income according to guideline. By regulation standards, we can serve seven.

Clearly we are in trouble. These children still need the benefits of Head Start, even though some families are barely breaking the poverty line. I would like to give you some examples.

Of the 14 children, 2 families are $50 over income. One parent is a single parent. Four children are from $390 to $2,900 over income. Two of those are single parents. One child is $12,000 over income, single parent—a special needs child. Seven children are between $8,000 and $15,000, which may sound like a lot, but five of those families have just reached that capacity within the past year.

As Chairman Anderson has indicated, we are really not asking for more money. We are striving to maintain our funded slots.

Another issue that is clearly of importance to Mille Lacs is the on- or near-reservation issue. Many of our children and families have moved back to the area because the reservation is prospering. They want to work, but because they cannot have housing they may have to live outside of the reservation area. They can reserve all the other services, but cannot qualify for Head Start because they do not reside on the reservation. We would like this changed. It is of great importance.

In closing, I would like to give you one example of one mother—a single parent, three children. Currently her income is $17,000. Her youngest child is not eligible for Head Start. She faces the choice of, "Should I quit work so I can take care of my three children? I cannot afford preschool education to pay for it totally." She is a very determined, hard-working person.

All of the children are precious and have the potential to succeed, and we wish to provide Head Start to all of them.

The Mille Lacs band has taken that stand—that they want to serve all of the children. They feel that it is extremely important.

I want to take this opportunity to thank you for listening to our concerns. If you have any questions, I would be glad to try to answer them.

The CHAIRMAN. Thank you very much, Ms. Thompson. We will be asking questions when the panel is completed.

May I now call upon Governor Carl Concha of the Taos Pueblo Tribe of New Mexico?

STATEMENT OF CARL CONCHA, GOVERNOR, TAOS PUEBLO TRIBE OF NEW MEXICO, ACCOMPANIED BY CARMEN LIEURANCE, DIRECTOR, TAOS HEAD START

Ms. LIEURANCE. I'm not Governor Concha. I am Carmen Lieurance. I want to introduce this very special tribal Governor that is sitting in your presence today.

I am very proud to be here. I have been with Head Start a short time compared to Norma, who sits here with 27 years of serving children. I came to Head Start 8 years ago. It has been the greatest challenge of my life.

I can say without any hesitation that we are here today for a special reason, and with me sits a special person who has been on this journey with me for the last 8 years, and it was real important for me to introduce him to you because his wife is the education and literacy coordinator, and Mr. Concha has lived Head Start, so his testimony that he brings to you this morning will come from a real knowledge, and I am really honored to introduce him to you this morning.

The CHAIRMAN. Governor.

Ms. CONCHA. Thank you, Carmen.

[Native word.] That's my language for "greetings."

Good morning, Mr. Chairman. My name is Carl Concha. I am the Governor from Taos Pueblo, New Mexico, where we have a Head Start program. I am very honored to be here on behalf of the Taos Pueblo Tribe to present our views on S. 1852, the Head Start Act reauthorization legislation, and to address the needs of the Indian Head Start.

I also want to thank the two chairs of the committees, Senator Inouye and Senator Kennedy, as well as Senators Wellstone, Conrad, and McCain for their great leadership in the area of needs of Indian children, as well as other children nationwide.

Taos Pueblo is located in rural northern New Mexico at an elevation of 7,800 feet. Taos Pueblo lands encompass 95,000 acres of wilderness, grazing land, irrigated agricultural land, and populated areas. We have 2,200 enrolled members, and 1,750 live on or immediately adjacent to our lands.

Taos Pueblo was designated as a World Heritage Site by the United Nations and is famous for the ancient five- and six-story adobe structures which are best surviving examples of classic Puebloan architecture. The Pueblo, surrounding lands, and culture is the only living community with this important designation.

Taos Pueblo has benefited from the Head Start program since it was established on our lands during the summer of 1965. Our program is accredited by the National Association for the Education of Young Children, commonly known as NAEYC, and expanded last year from serving 34 to 54 children and families. It employs 12 tribal members, including my wife Deborah, who is the education and literacy coordinator. Also, my wife and I are both former parents of Head Start.

Our current staff includes two Head Start alumni and three former Head Start parents. One of our lead teachers, a Head Start graduate, is pursuing a master's degree in early childhood education.

Our staff and parents sponsor scholarships for Head Start graduates and have assisted students attending Stanford University, the University of New Mexico, and Wesleyan College.

Taos Pueblo Head Start has typically enrolled children from other tribal backgrounds who live on our lands or in the nearby town of Taos, and includes children with Navajo, Oklahoma, Hopi, Lakota Sioux, and Acoma Pueblo tribal affiliations.

Our program was selected as a pilot site for the substance abuse initiative funding, and we are expanding our services to include a home-based option to serve children in the 0 to 3 year ages.

The focus of our Head Start is on empowering families. The mission of the Taos Pueblo Head Start is to provide a culturally appropriate early childhood education program for Native American 3- and 4-year-old children. The program will provide comprehensive training and educational opportunity, enabling parents and staff to enrich their lives.

Our community has issues in the areas of education, health and disability, social services, and employment. Thirty percent of our Head Start parents do not have high school diplomas. Medical concerns of our children include those of respiratory and ear infection, baby bottle tooth decay, weight issues, and congenital anomalies. One-fourth of our eligible work force is unemployed. The Head Start Health Advisory Committee reports that the most serious health problem facing the Pueblo are psycho-social in nature, culminating in alcohol and drug abuse, child abuse and neglect.

Head Start is the only service available to our people that can provide emphasis and focus on the circle of issues affecting our community through its component organizational structure. Through the Head Start planning and implementation process, we, as a tribe, have a framework not only to guide Head Start, but to blend community needs and priorities into the larger picture of issues which affect the majority of the tribal population.

Head Start is the only service that brings the community together for involvement in a process to share information and reach consensus on issues through the community needs assessment.

But, perhaps more important, Head Start is the only educational service available on our lands for the preschool children in our community.

Head Start is vital in training our children in the cultural traditions by speaking our Tiwa language in the classroom. The foster grandparent program brings elders together with our children in an atmosphere of family and closeness.

Our cultural preservation is assisted through the presence of Head Start and it is for these reasons that we support the swift reauthorization of the Head Start Act. However, there are specific Indian Head Start issues which should be included to improve the legislation. We are here today to ask your support of these changes.

Indian nations are sovereign entities, and the relationship to the Federal Government is government-to-government. The bureaucratic structure needs to be reorganized to facilitate and acknowledge the sovereignty of Federally-recognized Indian tribes.

The current manner of organizing all Indian Head Start grantees—which are the tribes, themselves, not Head Start centers—under region 11 recognizes this unique relationship and sovereign-

ty. To decentralize region 11 and include it under the geographic umbrella serviced by one of the other 10 regions would be detrimental to the unique relationship that Indian tribes rightfully have with the Federal Government.

To include other programmatic areas in region 11, such as migrants, dilutes the intent of the separate region for Native Americans.

I ask your support to legislative changes that would strengthen our sovereign legal relationship, assist in advocating for Indian preschool children, enable the Federal Government to operate in a knowledgeable and experienced capacity with tribal governments, and allow for maximum coordination and planning with other Federal agencies mandated for Native Americans.

We received funding to expand our services from 34 to 54 families; however, the present facility is too small to adequately service the increased number of families. Although funds were approved and added to our budget in the amount of $62,000 for renovation, there were no existing buildings available to accommodate 54 children and staff. Asbestos removal, a costly expense, is required in the current building renovation/new construction project under consideration with the construction funded by Housing and Urban Development.

Because the tribe is the grantee, we were further denied the ability to build and lease a building to our program due to inflexible regulations that state we must enter into agreements with third parties. The current rules are too restrictive in view of the limited options and unique building situations Native Americans are confronted with on their tribal lands.

Taos Pueblo Head Start serves all Native American children. Also, due to the lack of housing on tribal lands, some tribal members live in the nearby communities. Of the 54 families enrolled, 15 live off tribal lands and we cannot provide transportation to them. The regional Head Start in town, which has a waiting list, refers Native American children to our program. Again, no transportation can be provided outside our service area.

The BIA day school on our lands provides transportation to all students, whether living on our lands or in town. Similarly, IHS provides services to eligible Native Americans without regard to where they choose to live.

To include the near-reservation designation language in the amendments is part of the consistency criteria improvements needed in Federal programs. Now is the time to enable the making of the appropriate changes to the legislation.

It is understandable that the focus of Head Start funds are there primarily to assist the families in need. The methodology of limiting the administrative funds to 15 percent across the board is not realistic and creates severe restrictions in recovering the true administrative cost and in designing realistic program requirements.

In our case, applying the 15 percent rule restricts the recovery of demonstrated administrative costs to just $10,464 instead of $73,750. The shortfall of $63,286 is not made up except by under employing the staff needed to provide assistance to Head Start and other tribal programs. Legislative amendments to increase and

change the manner of calculating administrative costs are long overdue.

In conclusion, I would like to thank the committee for hosting this joint hearing, and specifically thank you, Senator Inouye, for this tremendous leadership and concern for the welfare of all our children.

I would especially like to thank our director, Ms. Lieurance, and her staff for doing such a great job with our children.

In closing, I would also like to thank Dave Thomas from Senator Bingaman's office for the help that he has rendered to our cause here today.

Thank you.

[Prepared statement of Governor Concha appears in appendix.]

The CHAIRMAN. Thank you very much, Governor Concha

Now may I call on the distinguished Vice Chairwoman, Loretta Metoxen?

STATEMENT OF LORETTA METOXEN, VICE CHAIRWOMAN, ONEIDA TRIBE OF WISCONSIN, ACCOMPANIED BY PAMELA NINHAM, DIRECTOR, ONEIDA HEAD START

Ms. METOXEN. Good morning, Chairman Inouye and Honorable Senator Wellstone, even though you are from Minnesota since I am from Wisconsin.

I am Loretta Metoxen, the Vice Chairwoman of the Oneida Nation. I have previously submitted written testimony for the record.

It is my intent here today to demonstrate to this joint hearing panel that sovereignty guides us in all our relationships with the United States Government. Chief Justice John Marshall in the 1830's clearly defined that relationship not only for the Indian nations, but for the United States of America.

Furthermore, our governmental position as an Indian nation is superior to that of any of the 50 States in that we have treaties with the infant United States, as well as treaties with the Continental Congress, which predates the United States' Constitution.

We, the Oneidas, receive annually and have received annually for 200 years $1,500 appropriated by Congress for assisting George Washington with food and clothing for frozen and deprived troops at Valley Forge in the winter of 1777.

The point I am making is that we have honored all of the articles of all of the treaties ever made with the United States. We are bound by them in our daily lives. We expect also that the United States would honor the provisions of all the treaties with the various tribes wherein education was very often a major provision for peace, friendship, and vast land concessions.

Indian nations, in my view, are entitled to adequate funding for Head Start programs. The issue does not pivot on income guidelines or some other dogmatic formula to exclude part of our eligible children. We have no debt to anyone.

It doesn't matter if we are very rich or very poor. The treaties have not changed, and the United States' obligation of trust responsibility in the fulfillment of treaty rights remains.

The Oneida Nation is fully committed to extending early children education programs, including Head Start, to all of our children. They are tribal members.

Please note the resolution attached to our written statement.

A new elementary school for 600 students is under construction, fully funded by the Oneida Nation. Moreover, the nation will break ground for Child Care I, yet to be named, in a few weeks to care for a total of 300 children every 24 hours. A new Head Start facility is to be constructed soon, adjacent to the elementary school—all at our cost.

All programs are developed in terms of the cultural perpetuation of the Oneida Nation. We are not waiting for the Congress or appropriate agencies to address our early childhood educational needs, even though we had an ancient and thorough understanding of the United States' treaty obligations to us.

I recall vividly the investigation of Indian education in 1967 and 1968 conducted by the late Senator Robert Kennedy, and realize that Senator Ted Kennedy wrapped up that investigation in his stead. The report, "Indian Education: A National Tragedy, a National Challenge," resulted.

Although much progress has been made, oftentimes at the continuous, relentless efforts of tribal leaders, Indian education remains a tragedy.

The 1990 census indicates 67 percent of tribal members live off the reservations. I suspect that at the very least 50 percent of tribal members are not now reached by the United States treaty obligations to them.

I want to thank you for this opportunity of historic importance. I would also like to thank the staff for their diligent attention to this matter.

I now present Pam Ninham, our director of early childhood programs, who will briefly address the satellite training program and our continuous dilemma with the Head Start construction project.

Thank you, Senator.

[Prepared statement of Ms. Metoxen appears in appendix.]

The CHAIRMAN. Ms. Ninham.

Ms. NINHAM. Thank you, Mr. Senator, Mr. Chairman.

Currently the Head Start law does not permit any grantees to use Head Start funds to construct a facility. Two years ago the Oneida Tribe received $185,000 grant to purchase a module building. The building came from Arkansas in four units, and basically the four units are four pieces of tin. The total cost for completion of the project ended up to be $600,000. The additional $400,000 was contributed by the tribe.

Currently there are added renovations that needed to be completed. Right now the floor is coming up. There are no rain gutters. We had to put sprinklers in it. We had to bring it all up to Wisconsin State code. For that amount of money, the tribe and the community, the parents, are in frustration that we could have had a state-of-the-art facility for our children, and also to provide the quality program that Head Start is all about. We all talk about quality programs. In order to make the quality program accessible, you need a quality building.

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The building, like I said, is only 2 years old. I have a bill of $2,000 sitting on my desk yet. The kitchen is too small. We've got to get that up to code. I have pictures of the facility. We had to put site work in, a fence, lighting in the parking lot, a lot of safety and health codes. I also have all the documentation of the $600,000 that the tribe had to put into the building.

I think that the construction really needs—we really need to construct buildings, like Loretta was saying. The tribe is now going to build a Head Start facility with tribal dollars because we want a quality building. We're not going to wait around for the Government and legislation to address this need. But it is extremely ridiculous, and the bills keep coming in.

The CHAIRMAN. I thank you very much, Ms. Ninham.

At this moment there is a vote on the budget, and so I will have to leave you for a short while. We'll have a recess for 10 minutes.

[Recess.]

The CHAIRMAN. I will now recognize the distinguished Senator from Mississippi to introduce the next panel member.

STATEMENT OF HON. THAD COCHRAN, U.S. SENATOR FROM MISSISSIPPI

Senator COCHRAN. Mr. Chairman, thank you very much for your courtesies.

I want to compliment Chairman Inouye's and Chairman Kennedy's action for calling a joint hearing on the reauthorization of the Head Start programs serving Native Americans.

Quality preschool education is very important to Mississippi and in particular to the Mississippi Band of Choctaw Indians. Head Start programs are an essential element in Mississippi's economic development, child protection, and educational reform efforts. This program offers and exceptional foundation for preschool children to begin school "ready to learn."

I wish to welcome Phillip Martin, Chief of the Mississippi Band of Choctaw Indians and Dee Saunders, Executive Director of the Choctaw Head Start program from Philadelphia, Mississippi. The Choctaw Head Start program currently serves 208 3- to 5-year-olds and was established in 1971 as one of the first tribally-operated programs on the reservation.

I want to call attention to a situation that is not unique to the Choctaw Reservation. Due to several community and economic initiatives the Choctaws are making real progress in moving adults into tribal enterprises and jobs, and away from reliance on Federal assistance programs. However, most of these jobs are entry-level and pay minimum wage, thereby creating a pool of children of these parents who are still educationally and socially deprived, but marginally ineligible for Head Start due to increased family income. Currently, one-third of the Choctaw children are ineligible for Head Start programs. A modified eligibility criteria should be explored to continue to allow low-income workers' children to participate in Head Start programs.

Other concerns of the tribe include: expanding resources to provide full-day, full-year services; and expanding services to younger children ages 0 to 3.

I am hopeful that we can work together to achieve the changes necessary to make Indian Head Start programs more responsive to the needs of contemporary Indian communities.

[Prepared statement of Senator Cochran appears in appendix.]

The CHAIRMAN. Thank you, sir.

It is now my pleasure to call upon a great chief, Chief Martin.

STATEMENT OF PHILLIP MARTIN, CHAIRMAN, MISSISSIPPI BAND OF CHOCTAW INDIANS, ACCOMPANIED BY DELAURA SAUNDERS, DIRECTOR, MISSISSIPPI CHOCTAW HEAD START

Mr. MARTIN. Thank you, Senator Cochran and Senator Inouye. We are delighted to be here.

With me, of course, is DeLaura Saunders, the Choctaw Head Start director, who has done an excellent job with limited resources. She is very resourceful and creative, and has made our Head Start one of the best in Mississippi, or in the country.

Many good things have been said about Head Start already this morning, so I'm not going to spend too much time in restating some of those needs. Besides, we have a statement submitted to the committee. But I would like to say a few words before I let DeLaura say the particulars about the Head Start, the problem that she has.

I'd like for the committee to know that many years ago we adopted a strategy of self-determination, economic development, management of our own business, the contracting of the Bureau schools, the Indian Health Service—practically all of the agency programs that we have contracted.

I want to add that since we have contracted, we have made it work for us. It requires some flexibility, and we have been able to produce the kind of services that our people need.

But the most outstanding thing that we have done in the last 10 to 15 years is economic development. We have been able to create 1,800 jobs in the non-private sector, the private sector area. We have eight industries. We do a lot of business with the Fortune 500 businesses—for instance, Lockford, American Greetings Corporation, Navistar, Xerox, AT&T, Peavy Electronic Technology, and Presico. Presico is the non-food supplier to McDonald's.

We are working on a project now where we will be producing plastic forks, knives, and spoons for McDonald's in the southeastern part of the United States. That's in process now, and we are going to finish negotiation on this pretty quick.

We have, as I said, with the tribal government, 2,800 jobs. The next year we estimate that we are going to create another 1,300 jobs, making it well over 4,000 jobs. We'll probably become the largest employer in the State of Mississippi. Today we are the 10th largest employer, and the largest employer in the counties surrounding our reservation.

I say all this to tell you that maybe someone—with those kind of figures maybe someone would say, "Why don't they fund their own Head Start?" In order for us—we are a poor tribe. We don't have natural resources, but we have a lot of good human resources, so we have expended or invested quite a bit of money to create jobs.

Today we have something like $80 million in sales, but our investment is $27 million, so we have those indebtedness to pay off before we can realize any benefits, as well. But out of that $80 million we have $21 million in payroll, so we are employing a lot of people in our area, both non-Indians as well as Indians.

The problem here is that the Choctaw people have been neglected, denied educational opportunity for a long time. So this day and time we don't have the trained people, we don't have the professionals that we need. We don't even have technical skills that we need. So most of these jobs are held—the professional jobs and technical jobs—by non-Indians. But we knew this would happen, we couldn't afford to wait.

We have started, and now we have opportunities right in our own reservation where our young people can qualify for these jobs if we send them to school. This is one of the reasons why we are behind this. The Bureau school and now the tribal school is underfunded. Quality education may not be there.

So Head Start, because of the opportunity that is there—the job opportunities as well as Head Start program—that becomes very important, and it has always been very important. The early childhood program has always been very important because they can get a new start, where for some of us it may be too late.

The Head Start program has, over the years—for the last 10 or 15 years the Head Start program has been treated like a step-child. It has been under-funded. It has been stagnated and underfunded. The Head Start people have not received any raises or adequate training. That has really had an effect on our reservation, as well, because we have several other—maybe around 60 or 70—individual kids that are not being served because of income.

Also I see Head Start as two-fold: To train, not only educate our young people, but give the parents an opportunity for jobs. If we had a year-round program, many of the young mothers who are not employed today could have employment as well because we have the jobs there. It is not that they are going to have to go somewhere to get a job—we have jobs available there. In a year we are going to have over 4,000 jobs available, and much of that will go to non-Indians if we do not get our young people or young adults into the jobs that we have.

So we are lacking quality education. We are lacking early childhood programs. Head Start is in very inadequate facilities. What we need is new facilities for Head Start. We need to change the eligibility criteria—it was suggested 150 percent over poverty guidelines, and that the tribes be given an opportunity to work on the eligibility criteria as they think would meet their need as well at the local level.

The issue of tribal—

The CHAIRMAN. Chief Martin, I hate to cut in but we have a vote pending right now. I would like to call a recess for 15 minutes. We have two votes pending.

Mr. MARTIN. I'm through anyway.

[Prepared statement of Mr. Martin appears in appendix.]

The CHAIRMAN. Ms. Saunders is not finished yet, though.

Ms. Saunders, I hope you don't mind.

Mr. MARTIN. No; we don't mind.

[Recess.]

The CHAIRMAN. I am sorry I had to inconvenience all of you, but I am not in control of the voting here.

I have questions I would like to ask all of you, and your answers will help us to a great degree in our preparation of—I was just reminded Ms. Saunders had not said a word yet. Please proceed.

Mr. MARTIN. Senator, as I pointed out, she has been our Head Start director for about, 7 years, and she has done an excellent job in carrying on Head Start with limited resources, and we are really proud of her because if we didn't have dedicated people like her then it would be very difficult to do the things that we have been able to accomplish.

One more thing I wanted to add on before I turn it over to her is that we'd like to see program improvement and expansion as needed, probably full-day, year-round services. We need to hire better-qualified people or train our own people, increase compensation for staff to allow higher qualification for teachers, and help reduce the turn-over, improve staff development and training—a lot of people have said that—expand services to younger children ages 0 to 3. That may be hard to do, but we do have a need like that.

Another item is we would like to have consideration to eliminate the 15 percent cap on administrative costs. It costs sometimes a lot more than that for administration of the program, and the tribe is able to, a lot of times, provide services to these programs, penalizing other programs administrative services.

We provide payroll, financing, personnel hiring and firing, order of equipment and supplies like that is extra cost with the tribe to come up with if they don't have the right amount of indirect costs that are due them.

At this time I'd like for Dee Saunders to finish off our presentation.

The CHAIRMAN. Thank you, Chief Martin.

Ms. Saunders.

Ms. SAUNDERS. Halito.

Currently the tribe serves over 360 children 0 to 5 years old, and out of that—through other resources other than Head Start. We are funded for 208 in Head Start and 187 are income eligible, and then 21 are not.

Through the other resources that we have, we have estimated that there are 56 kids that are over-income. Out of the other kids that we have, we have 43 that would be eligible if we could be able to provide full-day. So the other day cares pick up on sliding fee scale of parent fees.

So during the 1990 community needs assessment that we had, it identified about 450 0- to 5-year-old children so we are only servicing through Head Start and through other tribal services 360 kids.

Our current facilities in operation—we are licensed for 370 children. There are eight facilities that we have. Two are day cares, and six of the Head Start centers are housed in multi-service facilities that are over 20 years old. I just wanted to be able to throw those numbers out to you.

Unfortunately, I don't have the current statistics with me because we are in the process of completing our new community

needs assessment, and we'll have to compare that with the new poverty guidelines that have just been put out.

The thing that I need to cover is maintaining and preserving the quality programs that we have—the quality child development programs. One of the things is allowing and supporting the locally-designed programs—especially with the tribal ones, as culturally appropriate.

Some of the issues that you have heard over and over again are the facilities and construction. Facilities—some may not need renovations. They need new facilities to meet and maintain safety and health and license requirements.

One of the qualifying things in the staffing is you train and you educate your own people, but yet sometimes you don't have the money to compensate them, so they'll move on to other jobs that can offer more.

One of the qualifying factors with the Head Start centers is that the classroom staff have to have a CDA. There is that law that says you have a certain time to get all your staff in CDA. CDA is nationally recognized as a credential bilingually only in Spanish, and I think that culturally appropriate that we should be allowed for Native language to be bilingually credentialed in our own language, too.

The other part on maintaining quality—one of the issues that I think drastically needs to be addressed is that the tribes through Head Start programs attempt to maximize all the resources, limited resources that may be available on the reservation or in their tribe.

Some of those things like education, health activities, social services, are—right now it is sort of no cost to do in a Head Start program, but I am concerned that over the last couple of days or weeks that we have heard about the budget cuts in the IHS area, and if that's the only limited resources that we have on the reservation for the health care, like the dental treatment, immunization, physical eye exams, audio evaluation—all these screening things that we have to come up with to meet the requirements—health prevention activities, health education activities—not to mention the health and social challenges regarding domestic violence, substance abuse, and other mental health issues.

I am just fearful that in mid-part of my program year these moneys, if they have been cut already in IHS, that we are not going to be able to serve our Indian children, and then it is going to cost—the financial cost will have to come out of the Head Start moneys.

In maintaining this quality, comprehensive program, I think this is a big issue that we all need to—the committee needs to look into this.

Thank you.

The CHAIRMAN. Thank you very much.

Before I proceed with the general questioning, did you suggest that you are prohibited from using your Native language?

Ms. SAUNDERS. No; what I am saying is that the classroom staff—it is extended to September 1996 now, each of the classrooms has to have one teacher in the classroom that is CDA credentialed,

but the CDA national credential only recognizes bilingually—Spanish is the only language that they recognize.

The CHAIRMAN. Not quite realistic, is it?

Ms. SAUNDERS. No; not for cultural appropriateness. No.

The CHAIRMAN. I would like to ask a question of all of you. The question is: How many of your children—these are enrolled children, members of your tribe—are not eligible because they reside off the reservation?

Taos, how many do you have?

Ms. LIEURANCE. It would be 15.

The CHAIRMAN. You have 15? The Mille Lacs have how many, Ms. Thompson?

Ms. THOMPSON. The Mille Lacs have 12.

The CHAIRMAN. The Mille Lacs have 12.

Ms. SAUNDERS. The Choctaw have 17.

The CHAIRMAN. And the Oneida?

Ms. NINHAM. An approximation of 50.

The CHAIRMAN. You said 50?

Ms. NINHAM. Yes.

The CHAIRMAN. So they are not receiving services. Are their needs being met by the regional Head Start program?

Ms. METOXEN. Senator, could I respond to that, also? The Oneidas have 12,000 members. One-quarter of the 12,000 reside on the reservation, so there are—the balance is 75 percent of our membership resides off the reservation in the immediate area or within other places.

We are obligated by our constitution to deliver services to all 12,000, so that gives a greater problem than on or near, but we are very concerned with on or near.

Ms. LIEURANCE. Senator, I'd like to respond for Taos.

The CHAIRMAN. Yes?

Ms. LIEURANCE. The 15 children who live off the reservation can attend Head Start at our program only if their parents can bring them there and pick them up, so if there is only one vehicle and that vehicle is required for that father or mother to work, those children may or may not attend on a regular basis. So they do have access.

In answer to your question about the regional program, the regional program already has a long waiting list, and they always defer the Native American children to us saying, "You already have a program in place."

The CHAIRMAN. So your children who live outside the reservation would be on the bottom of the heap?

Ms. LIEURANCE. Exactly.

The CHAIRMAN. All of you have suggested that the 15 percent cap on administrative costs should be amended or changed. What suggestion do you have? Taos Pueblo, do you have any suggestions?

Ms. LIEURANCE. That's a tough question. I know it is an issue that has been bandied around for quite a while.

I think one idea—it might be similar—to be what the 638 projects do right now, which is that there is an indirect cost rate negotiated, and they get their funding of $100,000 and the indirect cost rate might be 20 percent above that. They get an additional amount of money to meet that indirect cost rate.

That might be something that Head Start might want to start thinking about, because we are growing and we probably should be paying a little bit more for the services that we receive. We have wonderful services to our program but they get very little in return. That might be an idea.

The CHAIRMAN. Does Mille Lacs have any suggestion to make?

Ms. THOMPSON. Currently the band's indirect is at 15 percent, but to meet the 15 percent guidelines by Head Start, Head Start program is charged 8.5 percent, which means the band has to make up the difference, which seems somewhat unfair to the administration.

The CHAIRMAN. Chief Martin.

Mr. MARTIN. I think every year we have to negotiate a rate, and it would be appropriate if Head Start—all of the other programs pay that equal amount. If it is 20 percent, pay 20 percent. Sometimes it is higher than that. That's already established procedure there. All you have to do is just lift the cap.

The CHAIRMAN. Oneida.

Ms. METOXEN. At the present time Oneida exceeds the 15 percent administration fees, and the reason we do that is because we contribute $177,000 to the program of tribal funds. But we think that the cap should be raised and that it should be part of the funding by Head Start.

The CHAIRMAN. Do all of you agree with the question I had asked earlier of Ms. Kills Crow suggesting that the means test should not be applied to Indian Country because of the trust relationship? Do you agree or disagree with that?

Ms. THOMPSON. Yes.

Ms. LIEURANCE. Yes.

Ms. SAUNDERS. Strongly agree.

Ms. METOXEN. Agree.

The CHAIRMAN. You have been very helpful. We will take those statements very seriously, and we hope to work together with the Labor and Human Services Committee and work out something expeditiously.

I have met with the chairman of the Labor Committee and he has assured me his fullest cooperation. He is very sensitive to your problems.

Ms. METOXEN. Thank you, Senator.

The CHAIRMAN. Thank you all very much.

Ms. THOMPSON. Senator Inouye, I would like to give thanks from Chairman Marge Anderson, who had to leave. She appreciates the time and the concern shown.

The CHAIRMAN. Thank you very much, Ms. Thompson.

We have received testimony from several other people. We have received a letter from Kendrick Johns of Crystal, New Mexico, a 4 year old Navajo child. That letter will be made part of the record. In addition, we have received written testimony from Bernadine Johns, parent and policy council member of the Navajo Nation; Ono Yahtzi, chairperson of the Southwest Consortium of Indian Head Start Programs; and the National Indian Education Association.

For our last panel, may I call upon the Director of the Fort Belknap Reservation Head Start Program of Montana, Caroline Yellow

Robe, accompanied by Dawn Bishop Moore; the Director of the Grand Portage Head Start Program of the Grand Portage Band of Chippewa Indians of Minnesota, Julie Lessard; the Director of the Tanana Chiefs Head Start Program of Alaska, Sarah Kuenzli; the Director of the Winnebago Tribe of Nebraska Head Start, Marian Holstein; Director of the Oglala Sioux Tribe Early Childhood Component of the Oglala Sioux Tribe of South Dakota, Lindy Trueblood; and early education specialist of Santa Clara, California, Winona Sample.

May I first call upon Director Yellow Robe.

STATEMENT OF CAROLINE YELLOW ROBE, DIRECTOR, FORT BELKNAP RESERVATION HEAD START, MONTANA, ACCOMPANIED BY DAWN BISHOP MOORE, INDIAN HEAD START PARENT

Ms. YELLOW ROBE. Good afternoon, Senator. It is an honor to be here, to be invited to speak at this hearing and testify on behalf of the Indian Head Start programs.

I am Caroline Yellow Robe, Head Start director at Fort Belknap in north-central Montana. Our reservation is 30 miles from the Canadian border, and we are funded for 190 children.

I really believe in Head Start and all the issues that have been talked about. I would like to talk mainly on training and technical assistance because I started in Head Start as a Head Start parent when my son was 4 years old. Because Head Start encouraged me as a parent to get involved as a volunteer, the door was opened for me to start a career in the field of education, which I never, ever believed I could do because I attended a BIA Indian school for 6 years, and when I graduated from there I was led to believe that the only thing I could do was go back to the reservation and raise a family.

We all know that it takes money to raise a family. A lot of people say that when you are on welfare that you like being on welfare, but nobody does. So Head Start opened a door for me to go on to school and get a teaching degree, get a master's degree, and on May 17 I will have ended 15 years as a Head Start director.

I really believe in Head Start. It is not only a haven for our low-income children, but it also gives the parents a feeling of self worth. I think that's very important.

On the training and technical assistance that we have been talking about, as a director I really believe that this needs to be looked at because I was a director for 5 years before I received any kind of director's training. If it wasn't for other directors that I could call on for help, I probably would have resigned. I would have been one of the ones that left. But because other directors were there that could help me, I'm still here.

The training and technical assistance needs to be looked at and restructured for the benefit of the program because we want to have the best programs, and we can't have the best programs unless we have the technical assistance.

You can go to college and get your master's degree, but you need additional training for Head Start because there are so many different components in Head Start. We used to think that there were only four components—education, health, social service, and parent

involvement—but now we have to deal with literacy, drug and alcohol prevention, we deal with trying to find buildings, getting blueprints done. There are a lot of other things that we have to deal with as Head Start staff.

We could have all kinds of manuals that are developed to help us, but we also need to be able to get technical assistance when we can, because I think we learn a lot better by talking to someone. It helps us if we have a problem and there is someone we can go to to help us with that problem.

There used to be a program that provided training for Head Start staff in the summer at the universities. You could go for 4 or 5 weeks so that you didn't have to leave your family at night and try to drive to some community college and get your degree, because when you are teaching and you have a family and then you are required to go to school, that's three full-time jobs, and something usually has to suffer, and it is usually your family.

Like I said, I really believe in Head Start because it has helped me, but our main focus is on the children. Our staff, have to be trained before the children come in the door. It is hard when you have to close down for 2 or 3 days a week to bring someone in to train your staff, or have them come in on a weekend or evening. I think it really needs to be looked at and restructured.

As an Indian Head Start director, we would like to be involved when there is any kind of decisions that are being made in regard to our children, because we know what is best for them. For instance, they are developing a transportation policy in the Head Start Bureau, and we would like to be at that table because we are the ones that—have to travel to houses where there are no roads. The BIA has a low budget, so they can't maintain the roads or plow the roads. We have to maintain 85 percent attendance, and it is hard when you can't get into the homes to pick up the children.

When they are developing this policy, we would like to have our tribal councilmen sit at the table and be a part of that policy.

It is a collaborative effort working in Head Start where we depend on so many other community programs, State programs, to help us.

I would like to quote the famous chief of the Sioux, Sitting Bull, who said, "Let us put our minds together and see what kind of life we can make for our children."

I'd like to close and let Dawn Moore, who is one of our parents, to say a few words.

[Prepared statement of Ms. Yellow Robe appears in appendix.]

The CHAIRMAN. Ms. Moore.

Ms. MOORE. My name is Dawn Bishop Moore, and I come to you from the Fort Belknap Indian Reservation in Montana. I am the mother of five children. My oldest daughter will be graduating in May. She is 18 years old. My youngest will be graduating also in May from the Head Start program. They have all gone through Fort Belknap Head Start.

Because of the Head Start program, I can sit here today and talk to you. I have experienced a lot of things in my life that I have worked through, and through family empowerment that I got through the Head Start program I have worked to bring myself up from poverty level. I have been a single mother. At a time when

my second daughter was going to Head Start I was a single mother on welfare.

Through the years I used to sit in the back of the meetings. I was invited to parent meetings. That's one thing about the Head Start program—they invite their parents into the meetings and parents have a participation role. I used to sit in the back. I never said anything. But through the years I got more confidence in myself, my self-esteem went up. I went to the teacher of my second-oldest daughter and I told her when I was going to go to treatment because I had an alcohol problem and they held her slot open for me. I went to treatment and I came back, I started feeling more confidence in myself, feeling better about myself.

I started basically moving up those rows of chairs, and pretty soon I was sitting in the front and I was voicing the things I would sit there and think about. Instead of just thinking about them, I was voicing them.

I was elected chairperson of our parent committee 2 years ago, and last year I worked as the health/disabilities coordinator of our program.

This year when school resumed I was voted the chairperson of the parent committee again. And then from our four centers the officers got together when we had a parent policy council meeting and they voted me as their chairperson.

In November 1993—November 27—I was selected to be the postmaster of Hays, MT. I feel that Head Start has had a major role in my accomplishing that.

My children are leading a better life because they started their education in Head Start.

One of the things that I would like to address—every issue is important—all the five things that have been brought up—but the one I would like to address now for myself, the number one thing is the income eligibility. I am now married. We have a family of seven. For the first time my husband and I are both working full time, and if we chose to have another child, our child would not be eligible for Head Start.

I think that eligibility criteria should be changed because there is no other program that a child of mine would be able to go to. It is the only preschool program. I don't think I am unique. There are a lot of Head Start parents out there that started just the way I did that have the same problems—alcohol, drugs—and so I would like to see the criteria changed so that all our Indian children can go to Head Start, that they are all eligible—not to move any of the other low income out, but if there is a slot open to go ahead and let the child go.

Because of everything that Head Start has given me, I feel I am giving back to the program, and I'd like to thank you all for listening to me.

Thank you.

The CHAIRMAN. Thank you very much, Ms. Moore. You should be congratulated for your tenacity and your rise. I think there are many more steps that you could take.

Director Lessard.

STATEMENT OF JULIE LESSARD, DIRECTOR, GRAND PORTAGE HEAD START PROGRAM, GRANT PORTAGE BAND OF CHIPPEWA INDIANS OF MINNESOTA

Ms. LESSARD. I am very honored to be here on behalf of the Grand Portage Band of the Chippewa Indians.

I would like to say that I could spend many, many minutes talking about all the issues that have already been addressed here as every one of them impacts our program dramatically, but, more seriously, we are the smallest—almost the smallest Indian Head Start program in the Nation. We are funded by the Federal Government for 15 children and by the State government for 5 children.

We are located in a remote area. We are about six miles from the Canadian border and one of our borders is Lake Superior. The nearest early childhood center to our community is 40 miles away.

We are seeking at this time any kind of assistance we could get from this committee regarding the Gravel Amendment. The Gravel Amendment apparently has been used in the Alaskan Native villages, and we believe that we meet the criteria for this amendment in the fact that we are very remote, we have a very small population, and our families are over-income due to the fact that we have economic development. The tribe currently is paying one-third of our Head Start budget, but we are at the point where we need to seriously take a look at a way to save our head start program.

I am in the process of writing a full grant for next year, and at this time I can honestly say I don't know if we will be able to be funded for such a small amount of children. There would be an estimated seven children that would be eligible. We anticipate 57 percent of the children that are age-eligible for our program will not be able to come into the program because they will be over-income.

I can't say that I have pursued a waiver, however, I have talked to other Head Start directors across the Nation, and what they have been told and what I have been told, indirectly, is this amendment is basically for Alaska villages pertaining to Head Start.

I would appreciate any assistance that you can give us on this issue, and I want to thank you very much for your attention and your time.

[Prepared statement of Ms. Lessard appears in appendix.]

The CHAIRMAN. Thank you, Ms. Lessard.

Your population is less than 1,000?

Ms. LESSARD. Yes; there are 350.

The CHAIRMAN. And you would consider yourself medically under-served?

Ms. LESSARD. At this time—in fact, at this moment— we are losing our doctor that comes to us 8 hours a week.

The CHAIRMAN. And where is the nearest municipality?

Ms. LESSARD. In Duluth, Minnesota, 150 miles away.

The CHAIRMAN. That's 150 miles away?

Ms. LESSARD. Yes.

The CHAIRMAN. Then I would think you qualify because I do not believe that the Gravel Amendment was meant only for Alaska.

The legislation did not mention Alaska or any place. I think it was meant for Native Americans.

If you recall, I asked that of the commissioner, and I'm certain we will have a change in the current interpretation. It should come out in your favor.

Ms. LESSARD. Thank you very much, sir.

The CHAIRMAN. May I now call on Director Kuenzli.

STATEMENT OF SARAH KUENZLI, DIRECTOR, TANANA CHIEFS HEAD START PROGRAM, TANANA CHIEFS CONFERENCE, INC., ALASKA

Ms. KUENZLI. My name is Sarah Kuenzli, and I'm the director of the Head Start program for the Tanana Chiefs Conference, serving villages in the interior of Alaska.

Currently in the State of Alaska we have 12 grantees, 7 of which are American Indian programs. Our total enrollment in the State is around 2,600 children, and 71 percent of those children are Alaska Native.

The Alaska Native population primarily lives in rural remote sites, in sites that do not have readily-accessible medical services, where the doctor and the dentist visits once a year if weather permits, where a public health nurse comes out quarterly if she is able to make her travel, where 48 percent of the villages do not have piped water and sewer systems, and villages where there are limited, if any, training opportunities, low unemployment, or low employment opportunities. Therefore, we do qualify under the poverty of access that you have heard about here.

Poverty I think, as also has been described, is not limited only to the amount of money that a family or a person can earn. Poverty can also be alluded to when we talk about what is available to me, to my children, in the place that I live.

I strongly agree with the other members of this panel who have spoken to the need to look at the issue of income in small rural areas and say that it is a poverty of access.

In the State of Alaska we have very, very small villages, small enrollments, small populations. What we are running up against is the inflexibility of the Head Start program, which says we do a community needs assessment and we provide a program that is appropriate within that community to those families to meet their needs. If a community only has five or three children that are age-eligible—meaning three to compulsory school age—the chances of that village being able to have a Head Start program are very slim.

What we want to be able to do in the State of Alaska would be to say if we have a population that is small like that, we need to serve the family, and if the family—I mean prenatal to five or compulsory school age. Why should we leave anybody out?

Research has mentioned that 1 year is not enough, 2 years is hardly enough. Why not be able to expand services to a younger age group and have more contact and more support to parents to improve their lifestyles?

The last issue that I would like to talk about is about the training.

In Alaska currently—I'll talk about our program—all of the component coordinators are trainers and advisers for CDA. In the State of Alaska there is not an early childhood certification program. The State Department of Education does not issue an early childhood certificate for teachers. CDA is our only choice to meet the mandate in the current law.

Our staff are parents. They come to us without any formal training opportunities or any experience with formal education. When staff are hired they begin in a formalized training program that we, as component coordinators and staff, provide to them on site. This means that myself and our four other staff are in the villages 3 weeks out of four during the program year providing this training to the staff. The training takes a year to complete to be comprehensive and effective. It takes approximately another 7 months for them to complete the requirements for their CDA.

Currently the 180-day waiver that is in the law for newly-hired staff to complete and obtain and become qualified is not appropriate in Alaska, and I would hope that could be changed.

Another issue regarding training—there are two pots of money. One has been set aside for technical assistance centers and one pot of money goes direct to grantees to provide their training to their staff, parents.

The Tanana Chiefs program receives $5,000 annually for CDA training and technical assistance. It costs about $2,900 per person for a staff person to get their CDA. It costs me $30,000 for staff to come together one time a year for pre-service training.

On top of that are the travel costs. My travel budget is second to my personnel budget, and that's because we need to be in the villages with the people working one-on-one.

I think the Administration needs to look at the allocations for this money. If they are requiring that staff be certified, then they need to help provide the financial assistance to make sure that happens.

Last, I feel as though the Administration does not always recognize and honor the Indian programs. This last summer I brought parents and myself to a parent involvement institute, and this parent, who is from Huslia, Alaska, read through the conference booklet and she said, "How come Indian programs aren't in here?" I looked in there and it had regions one through ten. It didn't mention region 11. It didn't mention region 12.

The recent ACF publication, Head Start statistical report identifies States with the numbers of children in their State allocations and then lumps Indian programs and migrant programs for total children dollar figures.

When people want to know what is going on in the State of Alaska with Head Start, they may look at this and say that there are only 1,143 children being served. This isn't reflective of what is happening in our States. I think that our Administration needs to recognize and respect both the Indian and the migrant Head Starts.

I also want to thank you, Chairman, and the members of your committee, for helping to support and promote the integrity of the Head Start program.

Bass'e

[Prepared statement of Ms. Kuenzli appears in appendix.]

The CHAIRMAN. I thank you very much, Ms. Kuenzli.

I believe I am the first chairman of this committee to ever go north of the Arctic Circle. In fact, I have been there twice. Most Americans are not aware that there are thousands of Native Americans residing in the tundra. As pointed out by Ms. Kuenzli, in these villages, with the exception of one, there is no running water, there is no sewer disposal system, and their sewer disposal system is the primitive honey bucket. And so it is no surprise that in one village—this was about 3 years ago—92 percent of the population—men, women, and children—had hepatitis.

There are no roads connecting these villages. If someone gets ill, you have a community health aid—usually a woman who received training for about 10 weeks. There are no doctors out there. And if it is a serious problem they might, if the weather permits, send in an aircraft.

So life is rather harsh there. Many of these villages are very small. The population of children is not that large. Entertainment is a TV set and a community center and a village store. The top seller at the village store is Pine Sol. That is the number one seller. That is to clean the honey bucket.

The suicide rate among young men between the ages of 18 and 23—this was the statistic about 6 years ago—was 14 times the national norm. Alcoholism was 14 times the national norm.

So I hope that the rest of America will understand that in this Nation of plenty there are those who have somehow not been able to get their fingers on this plenty. We are going to do our best to make certain that the sharing of the wealth of this land will be a bit more equitable.

I thought I would tell you about Alaska because even those in Indian Country who are so pressured by their own problems are not aware that they may have brothers and sisters who may be slightly worse off.

I now call on Ms. Holstein.

STATEMENT OF MARIAN HOLSTEIN, DIRECTOR, WINNEBAGO TRIBE OF NEBRASKA HEAD START, BOARD MEMBER, NATIONAL INDIAN EDUCATION ASSOCIATION.

Ms. HOLSTEIN. Good afternoon, Mr. Chairman. I am [Native name], Winnebago Woman. I also answer to Marian Holstein.

I will celebrate my 7 years as a Head Start director next month on my birthday.

I am honored to speak to you today about some of the special needs of our Indian Head Start children and families, and I hope to impress upon you the necessity for some corrective measures needed to be taken on S. 1852, the National Head Start Act reauthorization. These measures are vital if we are to continue serving the neediest and if we are to continue with quality programs on Indian reservations.

Our Winnebago people started leaving the Green Bay, Wisconsin area commencing with the treaty of 1832, and on their fifth move by the U.S. Government settled in Nebraska in 1866. We are located in the northeast corner of Nebraska along the Missouri River.

Our reservation has a population of 1,200, 96 percent Indian. However, if it were not for the lack of housing we would undoubtedly have more tribal members returning home to the reservation. The current waiting list for housing is 150 families.

The median age is 20. Our prior unemployment rate was 49 percent, and this year it is at 9 percent due to the recent economic development of the tribe.

Our program is funded for 56 children, and we provide the only early childhood services for preschoolers on our reservation. The parents appreciate and are proud of our program. We infuse as much of the Winnebago language as possible into the everyday classroom setting because we realize how important the language is to the preservation of our culture.

Our parents tell us that their children know more of their language than they do, and our staff are learning along with our children.

We have been imploring the local public school for the last four years to continue with what we have started, and last year they developed a language committee under the auspices of our tribe, and we hope that they will be soon teaching the language.

We feel our Head Start program was instrumental in bringing this about, not only because of the language we teach, but also because three of our former policy council members went on to become school board members.

I believe the reauthorization of Head Start, with all the quality inclusions, is key to regaining the losses of the American family, and the inclusions of Indian-specific language for Indian Head Start programs is critical to our Indian families.

I speak of our stand in supporting of waiving the income guidelines on all reservations or allowing the tribes as sovereign nations to establish their own income guidelines.

The intentional decimation of the Indian family was successful, but not complete. We, more than any other people, have lost generations through intentional governmental policies, and the attempts Indian Head Start programs make to restore the pride and legacy in our children that was once ours has presented me with a challenge like none other that I have experienced.

I have been a deputy sheriff in Monterey County, California, before moving back home to bring my training to my people. While waiting for funding for the Indian police force, I thought I might as well give Head Start a try. Well, it has been the toughest and most successful job I have ever had, and also the most rewarding.

Our Head Start programs are more often than not the first program of a preventative nature our families encounter with such comprehensive services.

The restoration of the Indian family are pretty tall orders, but we are here to say it is a task we are willing to undertake with your support and prayers.

When I speak of the decimation of the Indian family, consider my own story. I never knew my grandparents. My father was on his own since he was 11 years old. His mother died young, and he was placed in an Indian boarding school.

He ran away twice, the second time riding a freight train to Florida so he wouldn't be caught and returned again.

My mother was orphaned early and taken away from her grandparents to be sent to boarding school. While she did not forget her language, the indoctrination of English only was too much for her to overcome and she did not teach us Winnebago.

I can't truthfully say I have always been proud to be Indian—not when as a young child I was called a nigger, and when attending college I was called squaw and the usual sounds that Anglos make when they think they are imitating Indians would be made as I passed by. This is something that is still recurring today at Haskell Institute in Kansas, at the University of Oklahoma.

We need to start teaching our children now to be proud of who they are.

But I believe the years I lived in France as a young woman made the difference. Most Europeans are accepting of another's culture, and at last I was encouraged to be who I was without governmental interference.

We need to be able to serve each child and their family on our reservations because each family living there is impacted by the poverty and the alcoholism. There is no escaping—only learning to cope.

By not waiving the income guidelines on reservations, you would be penalizing those families who are taking advantage of the opportunity for employment offered by tribes who are now experiencing some economic development in the form of gaming facilities and are finally catching up with mainstream America.

These gaming concerns have unsure futures, for they could be gone tomorrow if the Donald Trumps of the world, who call for legislation only to improve their own personal finances, are allowed to succeed.

It is also important to understand that some of these wage-earners may be totally new to the job market, never having held a job before. If they are now experiencing some abusive behaviors, what do you think having more money will do?

Our children need us now more than ever. So do the parents. We can provide financial planning or tips on how to buy a car. Head Start allows us to do that if that's what the parents need. And yet, without some corrective measure regarding income guidelines on reservations, Head Start may be gone when we are needed the most.

As mentioned earlier, my reservation does not have adequate housing, let alone suitable facilities that would allow us to expand. I have heard Head Start fathers say we could stick build a center cheaper than buying the modular. I, for one, do not want to be another to contribute to Government waste. Allow us to build safe, long-lasting facilities.

The last area I would like to discuss with you today is how funds are allocated between migrant and Indian Head Start. While I appreciate the complexities of administering a migrant program, the disproportionate funding between the two needs to be rectified. It is my duty to bring this up on behalf of our Indian children and to call for what once was an equal set-aside to be returned to, at the very least.

I am also a board member of the National Indian Education Association, and at this time I have written testimony from NIEA that I believe the Senator has already entered.

Thank you.

The CHAIRMAN. It will be made part of the record.

Ms. HOLSTEIN. Thank you.

These are also supportive of the National Indian Head Start Directors Association advocacy agenda.

I would be remiss in my duties if I did not point out the many words of wisdom and encouragement I received from Winnebago Elder Reuben Snake.

The CHAIRMAN. Thank you very much Ms. Holstein.

Ms. HOLSTEIN. Excuse me, Senator. Could I add something?

The CHAIRMAN. Sure. Go right ahead.

Ms. HOLSTEIN. I get a little happy.

I would like to thank the two committees for hosting this joint hearing, and to especially thank you, Senator, for I recall the words at the White House Conference on Indian Education where you said that you would consider those resolutions and that final report as your marching orders. Indeed you have. I thank you for continuing the battle on our behalf.

Thank you.

[Prepared statements of Ms. Holstein and the National Indian Education Association appear in appendix.]

The CHAIRMAN. I thank you very much.

It has been said that one's pride in himself, which is very important for the full person, is usually dependent upon his awareness, recognition, and identity with his culture. Without that, there is no self-pride.

I know what history has done to Native Americans. You mentioned boarding schools, which were a cruel attempt on the part of the United States to civilize and Christianize Indians. That is a gentle phrase for destroying the culture.

We went through great pains by law and by regulation to prohibit dancing, the use of drums, the use of language, the consumption of Indian diet, and we tried our best to convince Indian Country that they were in a class below human.

I am glad that your Head Start program is trying its best to restore awareness of the greatness of your culture. That is one way we will once again restore pride in oneself.

One of the first things this committee did was to establish the American Indian museum. Some day—hopefully in about 5 years—your children will be able to go through the museum, spend about 6 hours there, and come out of there and say, "You know, my people weren't too bad. They were first class."

You will find out that Indians are first class. Equally as important, you will have non-Indians who go through there and come out and say, "I didn't know they were that good."

Right now, sadly, there is a stereotype: Indians are lazy, they are drunks, they are dumb. This is not what history shows us. We will change that. It takes a little while, but we cannot wait too long.

Ms. HOLSTEIN. Thank you.

The CHAIRMAN. Now may I call on Director Trueblood of the Oglala Sioux.

STATEMENT OF LINDY TRUEBLOOD, DIRECTOR, OGLALA SIOUX TRIBE-EARLY CHILDHOOD COMPONENT, OGLALA SIOUX TRIBE OF SOUTH DAKOTA

Ms. TRUEBLOOD. Good afternoon, Senator Inouye.

My name is Lindy Trueblood, and I'm currently the director of the Oglala Sioux Tribe's Head Start program that serves 554 children.

I come to you this afternoon, Senator, with many roles—as a grandma of Head Start children, as a mother of two Head Start sons, as a Head Start director, and also as a human being and somebody who was impacted a great deal by Head Start, not only as an employee but as a mother.

I would like to share with you a little bit about what our children are experiencing in Head Start, but first of all I would like to tell you I come on behalf of my tribe and in full support of all of the initiatives in the advocacy agenda of the National Indian Head Start Directors Association.

I would like to ask that consideration be given for increasing the level of funding in quality improvement. I ask this because I recently heard on the news where Secretary Shalala mentioned something that rang a bell with me, that hit my heart very deeply, and that was domestic violence.

When I was running for school board 2 years ago, I had a principal come up to me who was worried about what the parents might pose for the school. He told us,

> Don't you come to my school, and don't you find fault with my school unless you are ready and willing to help find answers to our problems and to help work on them.

I also feel very strongly about that with Head Start, and I believe that's why I come here as a member of our entire Head Start family. We are all willing to work toward improving Head Start. It is a wonderful program.

Ten years ago I was a Head Start director, but while I was trying to direct the program I was also experiencing something very ugly. It was called domestic violence—something Secretary Shalala recently expressed concern for. As I was struggling through that, I realized that shame and fear don't only overcome you as a parent, but your children have and bear the telltale signs of it.

Some of our children are coming into our classrooms with very dark eyes, very tired. Unfortunately, yes they are becoming the victims of spouse abuse and domestic violence.

I would like to ask that you work toward obligating more dollars so that we can train our people in the area of more social services. We can train people that our children can relate to—train them to go out into the homes and to help these mothers, these single parents, and both parents who are experiencing problems—let them know that you need to ask for help. All you have to do is say, "Please help," and it will be there.

These will be people that the children won't be threatened by. It will be our own people—our own people that may have experienced it, but also survived it.

I come here today very proud to be a Head Start director because I have survived that. In 1990, my 9-year-old son graduated from

Head Start in the same year my 22-year-old son graduated from high school. He went to the same Head Start classroom that my 9-year-old did. And then I graduated from college and I went on to work for the Mental Health Department, Human Services, with Indian Health Service.

I know that the problems are there, and I submit that Indian Health Service is helping, however, its not enough.

I want to see us collaborate more with State agencies, with the Bureau of Indian Affairs, and with IHS and try to reach out to these families and give them the help that they need and let them know that they are not at fault and also work with the children and let them know that there is nothing they have done wrong to contribute to this—that they also are the victims.

Senator I want to thank you for allowing me to testify with this wonderful group of people. We are all family members. I believe that you are truly a member of our Head Start family.

Upon conclusion, I would like to present you with a tie that the Oglala Sioux Tribe has sent to present you on behalf of our children of Pine Ridge Reservation.

The CHAIRMAN. Thank you.

Ms. TRUEBLOOD. Thank you very much.

I want to conclude also by thanking your staff for all of the wonderful help. I can't begin to say enough how welcome I felt by Noelle and all of the others.

[Native words.]

[Prepared statement of Ms. Trueblood appears in appendix.]

The CHAIRMAN. Thank you.

I am considered the Sioux of the committee. We are overloaded with Navajos on this committee, but many years ago during one of my travels a young lady came up to me and said, "I know who you are." I said, "Who am I?" She said, "You are a Rosebud." I look Rosebud, do I not?

We are going to do our best. Some day I hope the young Native Americans of this land will fully convince themselves of the greatness of their people. I think the time is coming. I think you will be very proud of the museum, and I hope that you will be able to bring your children there. It will show the history of the past and the accomplishments of today. It is not just yesterday. It is today also. There are many great Indian leaders.

I would like to assure the Alaskans that I have already gotten commitments from the BIA and the IHS—they are all going up to the Arctic Circle. I told them if I can make it, they can make it; otherwise, they might get fired.

Ms. Sample.

STATEMENT OF WINONA SAMPLE, EARLY EDUCATION SPECIALIST, SANTA CLARA, CA

Ms. SAMPLE. I would like to say in the old Indian way, "Greetings to you all my relatives."

I am Winona Sample, a Red Lake Chippewa. I am retired from the State Department of Education, Office of Child Development in California. Presently I am unaffiliated. I am here as Head Start friend.

I had the good fortunate of starting when Norma Thompson did on the first committee of Head Start in my county. I ran the first Head Start program in Santa Clara County, and then had the wonderful good luck to come to Washington, DC and be the Indian education specialist for Indian and migrant programs.

Those were in the good old days when Federal people could travel, so I spent most of our time out in the field really helping people, and I'm sorry that this hasn't come about. They are very, very handicapped by not being able to travel.

I also was chief of the Indian Health Services for many years for the State of California.

I'm telling you this because I have had great experience in working with urban and rural and reservation programs.

One of the main problems I want to talk about that no one else has mentioned is the need for urban Head Start programs in cities that are impacted by a large number of Indian people. There are one or two pilot programs, but for 25 years I have been trying to get a Head Start program in San Jose. I don't have 25 more years, so I hope that something will happen.

This, again, is—we have over 10,000 Indian people in our county, with 89 tribes represented. This is the result of the Government plan of relocation. That's why they are there.

When Indian people come off the reservation they have a difficult time adjusting to new, unfamiliar agencies. That's why the Indian clinics were set up in urban areas and the Indian centers—to be the support group for people until they are used to using other services. But there is nothing for young children, and I hope that would be, along with the urban bordertown kind of problem that we have with children on the reservations.

In California we have a very peculiar set-up with Indians. We have eight not very large tribes, and we have probably 117 rancherias. We only serve, out of the Indian and migrant program branch, 500 Indian children, and we have the second-largest Indian population in the country.

The State of California does less, I'm sorry to say. They have fewer Indian children in programs. I hope that this can be addressed.

Indian people become displaced persons. They are like immigrants in a strange country when they leave the reservation. I am just as much a Red Lake Chippewa living in Santa Clara as if I were living on my own reservation.

Second—I am going to hurry up. We are getting late—Secretary Shalala is demanding—and rightly so—high-quality Indian programs for all Head Start programs. This can't happen in Indian programs until this system of training is changed. We have all talked about it in many, many ways, but I think that until Indian children have the opportunity to have teachers who are trained, who are Indian people, or people who are sensitive and aware and knowledgeable about Indians, we are not going to get the job done.

Indian children and adults—research has learned this by observation—learn best by doing, on-the-job training. This hasn't been available to them. So changing the system is what we ask.

We do have large training contract, and this really only tends to help the administrative and the fiscal and the compliance kinds of

things. It doesn't get down to the troops in the front line. I hope we can do that.

There could be many ways of doing it—funding Indian community colleges, funding the National Association of Indian Head Start Directors, the Consortium of Southwest Directors, Northwest Directors, or in any number of creative ways so that we can have what Caroline talked about—cluster meetings at the local level.

I am very impressed with the satellite program. In fact, I am going to be on it in May. I think this is one way the remote and rural people can have the advantage of seeing a real program. Many times they have not had the opportunity to see a model program or see a mentor teacher, and this is what is needed.

Another concern I have because I am an educator is the caliber of people who work with Indian programs. This comes from the Administration to the consultants to the trainers and the program reviewers.

I testified 12 years ago, at our California Congressional delegation hearing in California about these very same things. It was headed by the Honorable Don Edwards—a very beloved man that we all think so much about. But I'm saying the same things that I said then, and that is there is no criteria for people working at those levels I talked about.

We need to have job descriptions, qualifications, and that they need to go through the same job analysis that anybody does that gets a job. But in the Federal Government people move, lateral transfers, from one place to another. There is no real criteria for these people about knowing about Indian people, knowing about Head Start, knowing about the component area—health, education, early education, whatever it is.

So what I am asking is that this be set up. I have been on field reviews with people who have never been on an Indian reservation or seen an Indian, who have never been in a Head Start class, and who have no knowledge, or very little knowledge, of the area which they are reviewing, and I am sorry about that, and I hope that changes.

What we want for Indian Head Start is not that they be as good as other programs; we want them better than other programs.

Thank you.

[Prepared statement of Ms. Sample appears in appendix.]

The CHAIRMAN. I thank you very much, Ms. Sample.

Ms. Sample comes from California, and California presents a very challenging problem. As some of you know, California, like Oklahoma, served as a dumping ground for Indians. There are about 120 identifiable tribes there, but many of these tribes entered into treaties with the U.S. Government, but we in the U.S. Senate—my predecessors of ancient times—somehow refused to ratify these treaties. So most of the California Indians belong to non-federally-recognized tribes, so they do not qualify for Federal services.

We established four major reservations, and we dumped several tribes in each of them under the belief that all Indians look alike and they are all the same. But, as you know, there are some who do not like each other. There are some who speak different languages. But that was the situation in California.

California has roughly 20 percent of the Indian population of the United States, so we are having unique challenges. Just a few days ago we discussed religious rights, and the administration would like to extend these rights only to enrolled members of federally-recognized tribes. That would keep over half of the California Indians out of this, and they are just as Indian as any one of you.

The work before us is difficult and challenging, but not beyond solution. We ar going to do our very best.

I have one question for Director Yellow Robe. Do you have another child care facility in your reservation?

Ms. YELLOW ROBE. Not at this time we don't.

The CHAIRMAN. So the only thing you have is the Head Start?

Ms. YELLOW ROBE. Yes.

The CHAIRMAN. What is the nearest facility to your reservation?

Ms. YELLOW ROBE. You mean another child care center?

The CHAIRMAN. Yes.

Ms. YELLOW ROBE. 40 miles.

The CHAIRMAN. 40 miles? So, in other words, if you do not have your Head Start program you have zilch?

Ms. YELLOW ROBE. Right.

The CHAIRMAN. And that is the situation with most of the tribes?

Ms. YELLOW ROBE. Right. And a lot of the children don't have grandmas any more. The grandmas are working, too.

The CHAIRMAN. Well, I consider this program very important. That is why I was hoping that you would wait for me, because I wanted to hear your testimony. The testimony is very important because at least this committee will base its decision upon testimony.

A long time ago I pledged to Indian Country that whenever I am confronted with "an Indian problem" I will go to Indian Country to seek an Indian solution, because history indicates that throughout these ages men and women of good intention, good hearts, have tried their best to solve Indian problems with their solutions. It is not possible for a man and woman living in Washington to understand what is happening in Winnebago or Navajo or Oglala, and so they provide solutions based on their own background and heritage and understanding and culture, and we always botch it up.

In fact, the boarding schools were conceived by men and women of very good intentions. They had no intention to destroy people, but the result was a destruction of culture. That is what happens when men and women of good intention do not go to Indian Country to seek their solutions.

It might be time-consuming, but that is what we have been doing.

I would like to thank all of you. I am going to be sending an inquiry to tribal leaders—not just you people—on certain definitions—I alluded to one of them—such as: Should this program be limited only to federally-recognized tribes and to enrolled members of such? Or should it be extended to tribes that have not been recognized? As you know, there are many tribes that are seeking recognition. We have a listing of tribes. Certain tribes have been considered created tribes, like the Oneida Tribe was supposed to have been created. In fact, the Mississippi Band of Choctaws is a created tribe. As far as I am concerned, they are as Indian as they come.

But when Washington decides that you did not sign the dotted line and you did not ratify it, then you are not federally recognized. That is strange logic.

So I am going to ask your leaders whether this Head Star program should be extended. I would hope that you would want it extended to all Indians. I would like to have your definition of what we mean by "tribe."

These are not easy questions, but I would hope that you will answer them with a little compassion, because there are many who are as Indian as any one of you, but because of the failure on the part of this Government they have been considered "renegades"—or I do not know what.

With that, I once again thank all of you. You have been very patient. I will be conferring with the chairman of the Labor Committee and we will work out something and have something on the President's desk at the earliest possible time.

[Whereupon, at 3:47 p.m., the committee adjourned, to reconvene at the call of the Chair.]

APPENDIX

ADDITIONAL MATERIAL SUBMITTED FOR THE RECORD

PREPARED STATEMENT OF OLIVIA A. GOLDEN, COMMISSIONER, ADMINISTRATION ON CHILDREN, YOUTH, AND FAMILIES, U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

Chairman Kennedy, Chairman Inouye, and members of the Committees, my name is Olivia Golden. I serve as Commissioner of the Administration on Children, Youth, and Families (ACYF), where I oversee the administration of the Head Start program, as well as the Child Care Development Block Grant, child welfare programs, and youth programs. It is my pleasure to come before this joint hearing of the Senate Committee on Labor and Human Resources and the Senate Committee on Indian Affairs today to discuss the Administration's proposal to reauthorize and strengthen the Head Start program, with particular emphasis on our ongoing efforts to strengthen Indian Head Start programs.

This is an exciting moment in the history of Head Start: A time to renew the vision of Head Start; a time to build on its many strengths and address its weaknesses; and a time to ensure that Head Start will continue to be a symbol of hope and opportunity for low-income children and families around the country, whether they live in an inner-city neighborhood or on a rural Indian reservation. As you know, the past nine months have been marked by intense efforts on the part of the Administration, Congress, the Head Start community, and experts from the field of early childhood development to assess the current state of the Head Start program and to chart a course to ensure its continued success both now and into the next century. This collaborative process of reviewing and strengthening Head Start began with the formation of the Advisory Committee on Head Start Quality and Expansion by Secretary Donna Shalala last June and has continued through the release of the Advisory Committee's comprehensive and unanimous report in January 1994 and the introduction of the Head Start Reauthorization bill, with historic bipartisan, bicameral support, just last month.

Efforts to improve Head Start have been bolstered by increased appropriations for the program, including a $14.6 million increase for Indian Head Start programs in fiscal year 1994, the largest dollar increase ever for Indian Head Start. The President has demonstrated his strong support for the Head Start program by proposing an increase of more than 20 percent in fiscal year 1995.

Given this period of intense activity, it is, indeed, appropriate to take time to reflect on how some of these exciting developments are likely to affect an important group of Head Start grantees, those serving American Indian and Alaska Native families. Since being confirmed as Commissioner last November, I have had the opportunity to meet with the Board of the Indian Head Start Director's Association, to speak at a conference on health and disabilities for Indian Head Start programs, and to visit the Indian Head Start program on the Muckleshoot Reservation in Washington State. These experiences have helped to confirm for me the importance of the Head Start program for Indian children, families, and communities. We are committed to working with tribes to ensure that Indian Head Start programs are

exemplary of our vision of a Head Start that not only prepares children for school and future life, but strengthens families, builds community capacity, forges partnerships, and reflects community values and traditions.

American Indian Head Start Programs

The American Indian Head Start programs have been part of Head Start since its beginning in 1965, playing a central role in the lives of hundreds of families in Indian communities. The Head Start center is often a gathering place where many people—elders, teenagers, friends, and relatives—come together to help teach and learn from Head Start children. As I witnessed firsthand on a recent visit to a tribal program, Indian tribes often are far ahead of other programs in building linkages between Head Start and other programs serving families, including programs for infants and toddlers and school-age children, child care, and family support services.

Like other Head Start programs, Indian programs provide comprehensive development services for low-income, preschool-age children and their families. Indian Head Start programs emphasize cognitive and language development, socio-emotional development, physical and mental health, and parent involvement, to enable each child to develop to his or her highest potential and to empower parents. Consistent with Head Start performance standards, Indian Head Start programs are tailored to be culturally and linguistically relevant to the families in the communities served.

Unlike most Head Start programs, which are funded and managed by the ten Regional Offices of the Administration for Children and Families, American Indian Head Start programs work directly with the Head Start Bureau's American Indian Programs Branch in Washington, DC. This administrative arrangement reflects and supports the special government-to-government relationship between the United States government and sovereign Indian nations.

We know that the need for Head Start is acute in the many Indian communities where there are high levels of poverty and unemployment. We are pleased that we have been able to respond to this need by providing Head Start programs to a high proportion of the eligible children in those communities and by continuing to increase our investment in the quality of those programs. Currently, the Department funds 123 American Indian Head Start grantees, representing 149 tribal governments. Grantees include Federally-recognized Indian tribes, Alaska Native groups, and Federal Indian Consortia. Programs range in size from the very small (one center with 15 children in Grand Portage, Minnesota) to the very large (146 centers with 3,838 children in the Navajo Nation). Some grantees provide services to several tribes through Inter-Tribal Councils.

Because Indian Head Start programs offer the same comprehensive services and follow the same performance standards as all other Head Start grantees, they face many of the same challenges in serving families with changing and increasingly complex needs. However, we recognize that Indian Head Start programs also have special needs and concerns.

In my recent meeting with officers from the National Indian Head Start Directors Association, I was able to gain a better understanding of some of the issues they face, including the need to enhance the quality of programs by improving physical facilities and strengthening staff training. I am pleased that we have already begun to address some of these issues and I look forward to working with the National Indian Head Start Directors Association to determine how we can continue to make improvements in other areas.

Renewing and Implementing the Head Start Vision Nationally

The Advisory Committee on Head Start Quality and Expansion:

The National Indian Head Start Directors Association's emphasis on quality is consistent with the findings and recommendations of the Advisory Committee on Head Start Quality and Expansion, which concluded that, while most Head Start programs provide quality services, quality is uneven across the country. As you know, the 47-member bipartisan Advisory Committee included representatives from a wide range of backgrounds, including two representatives knowledgeable about Indian issues: Marshall Plummer, the Vice President of the Navajo Nation, and Ada Deer, Assistant Secretary for Indian Affairs at the Department of the Interior. During its deliberations, the Advisory Committee also held a focus group session specifically addressing Indian Head Start concerns. The Advisory Committee released its final report, "Creating a 21st Century Head Start," in January. The unanimous report presents the most comprehensive set of recommendations in the program's history. These recommendations are rooted in three solid principles:

- We must ensure that every Head Start program can deliver on Head Start's vision by striving for excellence in serving both children and families.

- We must expand the number of children served and the scope of services provided in a manner that is more responsive to the needs of children and families.
- We must encourage Head Start to forge partnerships with key community and State institutions; the private sector; and programs in early childhood, parent involvement, family literacy, family support, health, education, and mental health; and we must ensure that these partnerships are constantly renewed and recrafted to fit changes in families, communities, and State and national policies.

Head Start Reauthorization Bill:

These key principles—a renewed commitment to quality, responsiveness to family and community needs, and a focus on strengthened community and national partnerships—are clearly reflected in the Administration's proposed Head Start reauthorization bill. The proposed legislation places a strong emphasis on quality, including tough new provisions to ensure that no grantee will continue to provide services if it falls below a minimum quality level and fails to correct the deficiencies promptly. At the same time, it ensures that Head Start grantees will have access to both financial resources and technical assistance to address quality issues. To ensure responsiveness to community and family needs, the legislation encourages strategic planning at the national and local levels, ensuring that new funds are allocated to communities with the greatest need and that local programs are afforded the flexibility to meet local needs—such as providing full-day, full-year services to families working or in training. Finally, the bill reaffirms a commitment to partnerships, focusing particular attention on the need to strengthen partnerships between Head Start programs and schools.

Implementing the Vision in Indian Head Start

The recommendations of the Advisory Committee and the provisions of the proposed Head Start reauthorization bill offer special opportunities for Indian Head Start programs. In particular, the focus on investing in quality and the emphasis on allowing flexibility and responding to community needs should prove especially beneficial to Indian Head Start programs.

Among the key issues to be addressed in implementing this vision in Indian Head Start programs are:

- Ensuring that programs have the flexibility to use resources in the ways that meet their needs (for example, to support transportation costs in sparsely populated rural settings), rather than being forced into a national average that doesn't fit;
- Ensuring that facilities are safe and adequate to support grantees' ability to provide high-quality developmental services;
- Providing training and technical assistance that is responsive to the special needs and circumstances of Indian grantees; and
- Supporting staff development and the recruitment and retention of qualified staff.

Ensuring Flexibility:

With the issuance of our funding guidance to grantees for fiscal year 1994, we took a big step forward in implementing a major recommendation of the Advisory Committee. This year, much greater flexibility is being given to grantees to determine the ways in which increased funds can best be used to meet the needs of their communities.

Facilities:

We know that securing appropriate, safe facilities has been a problem for Indian Head Start programs. A 1992 report by the Inspector General of the Department of Health and Human Services cited a significant number of health and safety deficiencies in Indian Head Start facilities and pointed to a lack of consistency in the inspection and enforcement of these facilities.

I am pleased to say that we have made significant progress in addressing health and safety concerns at Head Start facilities since the release of that report. After the release of the report, the Department contacted each of the grantees mentioned in the Inspector General's survey and provided technical and financial assistance to correct deficiencies noted in the report. This outreach was part of a more comprehensive improvement effort during which Head Start has awarded over the past two years nearly $2 million for modular classrooms and $900,000 for renovations to meet licensing standards in American Indian Head Start programs.

In addition, to ensure consistency in health and safety inspections and the timely correction of deficiencies, the Head Start Bureau's American Indian Program

Branch (which has responsibility for the enforcement of standards) and the Indian Health Service's (IHS) Environmental Health Unit (which has responsibility for conducting on-site health and safety inspections) jointly developed a standardized code that all IHS personnel will use in assessing compliance with health and safety issues in Head Start programs. The arrangement provides for IHS to share reports with Head Start's American Indian Program Branch. Once non-compliance has been determined, the American Indian Program Branch will assist tribes in correcting deficiencies.

Additional funds to meet one-time facility and equipment improvement needs will be available to Indian Head Start programs and all other Head Start grantees through fiscal year 1994 funding. Funds will be available to correct safety problems; obtain adequate equipment for use in classrooms; address transportation needs; ensure that facilities accommodate all aspects of the program, such as having adequate playgrounds and space for parent activities; ensure that facilities are accessible to people with disabilities; and/or support the costs of acquiring facilities or relocating to improved facilities.

In addition, we appreciate the difficulties encountered by Indian Head Start grantees in purchasing and improving facilities, even when resources are available. We are looking forward to exploring additional options to address these needs, for instance by leveraging resources or establishing collaborative arrangements with other organizations and agencies.

Training and Technical Assistance:

When I met with the Indian Head Start Directors, I was particularly interested to hear of their creative ideas on providing training and technical assistance to grantees. One option of particular interested is expanding the use of interactive distance learning, employing satellite technology to reach additional Indian Head Start staff located at remote sites. Already, 15 tribes have participated in a demonstration of this technology through the Early Childhood Professional Development Network.

Staff Development

The reauthorization bill's emphasis on staff development will also provide opportunities for Indian Head Start programs. The proposal to create a competency-based family service credential will help to enhance the skill development of family service workers. The proposed mentor teacher program will both provide a career ladder for experienced Head Start teachers, thereby helping to address staff turnover, and offer increased skill development for less experienced teachers. The development of model staffing plans will help Indian Head Start programs examine and strengthen their own staffing arrangements, while the increased flexibility in the use of funds (beginning in fiscal year 1994) will ensure that programs are able to use additional dollars to improve staff-family ratios, enhance staff salaries and benefits, and improve staff and management training.

I should also add that, at the Federal level, we will be addressing our own staffing needs by hiring additional staff for the American Indian Program Branch.

Conclusion

Partnership was a major theme of the Advisory Committee on Head Start Quality and Expansion. We certainly recognize the need to work in partnership with tribes and Indian Head Start programs to continue to improve the quality and increase the availability of Head Start services for Native American families. Because many limited services and resources, there is an increased need to ensure that Head Start programs live up to their potential as and central institution in a community that supports low-income children and their families. Working together, I am confident that Indian Head Start will reach that goal.

PREPARED STATEMENT OF HON. BEN NIGHTHORSE CAMPBELL, U.S. SENATOR FROM COLORADO

Mr. Chairman, I Would like to take this opportunity to speak on the issue of Head Start—more specifically, Indian Head Start programs. I am honored to participate in what happens to be the first oversight hearing on the subject of Indian Head Start programs. I commend both the Labor and Human Resources Committee and the Indian Affairs Committee, as Well as the staff of the National Indian Head Start Director's Association for their work and commitment to our Indian children.

For nearly three decades we have praised the successes of the Head Start program, yet have fallen far short in providing these essential services to all eligible children and families. Nationally, Head Start programs are servicing only one-third of our neediest children, while two-thirds of those eligible are still not served. Since

Head Start's inception in 1965, however, the number of Indian Head Start grantees has jumped from 34 to 116 as of August of last year—almost quadrupled. The question is not whether or not the Head Start program works, but how we can improve it?

Our Indian young people are a particularly high-risk group. As you know nearly one-half of the Native American population is under the age of twenty-five. As the Native American population faces high incidences of Fetal Alcohol Syndrome and other related health problems, it is essential we provide the best quality early childhood development services to Indian children, their families and their communities. As you know, many Indian Head Start programs have needs that are unique to their Indian community and the population they serve—such as eligibility criteria, lack of facilities, and the impact upon termination of Tribal Grantees. I am sure today's panel will be addressing these issues and enlighten each of us on the specific concerns Within these areas of Indian Head Start programs.

The Clinton Administration, along with key members in Congress, and the National Indian Head Start Director's Association have made significant efforts to improve Head Start programs and to serve all eligible children. On February 10, the "Head Start Act Amendments of 1994" Was introduced by my distinguished colleague from Massachusetts, Senator Kennedy, who has given so much of his time and efforts in this institution to Head Start over the years.

This comprehensive legislation will address the Head Start Act, and specifically would set aside at least 25 percent of all new Head Start funds for quality improvements throughout the program as well as ensure more Head Start slots and more full-day and full-year programs. In addition, I am pleased to see a restoration of the Transition Project through a continued two-year reauthorization. Coordinating With local elementary schools to promote a smooth transition and the continued involvement of parents in their children's education as they move toward kindergarten and first grade is crucial. With this renewed commitment to address the needs of Head Start programs, I am optimistic that Indian children will also benefit immensely. I look forward to working with my colleagues to ensure that quality improvements take place within the Head Start Program.

In closing, I thank you for holding this long overdue hearing on Indian Head Start programs and I look forward to hearing the testimony that will be given today.

PREPARED STATEMENT OF HON. THAD COCHRAN, U.S. SENATOR FROM MISSISSIPPI

I want to compliment Chairman Inouye's and Chairman Kennedy's action for calling a joint hearing on the reauthorization of the Head Start programs serving Native Americans.

Quality preschool education is very important to Mississippi and in particular to the Mississippi Band of Choctaw Indians. Head Start programs are an essential element in Mississippi's economic development, child protection, and educational reform efforts. This program offers an exceptional foundation for preschool children to begin school "ready to learn."

I wish to welcome Phillip Martin, Chief of the Mississippi Band of Choctaw Indians and Ms. Dee Saunders, Executive Director, of the Choctaw Head Start Program from Philadelphia, Mississippi. The Choctaw Head Start Program currently serves 208 three to five year olds and was established in 1971 as one of the first tribally operated programs on the reservation.

I want to call attention to a situation that is not unique to the Choctaw reservation. Due to several community and economic initiatives the Choctaws are making real progress in moving adults into tribal enterprises and jobs, and away from reliance on federal assistance programs. However, most of these jobs are entry-level and pay minimum wage, thereby creating a pool of children of these parents who are still educationally and socially deprived, but marginally ineligible for Head Start due to increased family income. Currently, one-third of the Choctaw children are ineligible for Head Start programs. A modified eligibility criteria should be explored to continue to allow low-income workers' children to participate in Head Start programs. Other concerns of the tribe include: 1) expanding resources to provide full-day, full-year services, and 2) expanding services to younger children ages 0 to 3.

I am hopeful that we can work together to achieve the changes necessary to make Indian Head Start programs more responsive to the needs of contemporary Indian communities.

PREPARED STATEMENT OF HON. KENT CONRAD, U.S. SENATOR FROM NORTH DAKOTA

Thank you for this opportunity to comment on the Head Start Reauthorization, and especially for focusing on the importance of the Head Start programs for Native American children.

I understand that Associate Commissioner Helen Taylor of the Administration of Children, Youth and Families (DHHS) along with representatives from the National Head Start Association and National Indian Head Start Directors Association are commenting in detail on the Administration's Head Start Reauthorization legislation, S. 1852, specifically on how and whether the Administration's measure adequately serves our Native American population.

I want to take this opportunity to call the Committee's attention to an excellent program sponsored by Senator Edward Kennedy—the Comprehensive Child Development Program (CCDP) that is incorporated into the Head Start reauthorization legislation. This program is currently providing services for children and their families at 34 demonstration sites across the country including one serving Native American families on the Fort Totten Indian Reservation.

Under Section 10 of S. 1852 (The Initiative on Families with Infants' and Toddlers), the Administration recommends the continuation of comprehensive services for families under Head Start administration. I believe it is very important that this program be continued and expanded as part of Head Start Reauthorization.

In 1990, the Little Hoop Community College on the Fort Totten Indian Reservation, North Dakota, was selected as one of 24 sites across the country to participate in the first round a five-year pilot program offering comprehensive services including health and child care, educational opportunities for Native American families—all services focusing on enabling families to become self sufficient. Forty-five families on the Fort Totten reservation were selected to participate in the program. I understand the program at Little Hoop is the only initiative offering comprehensive services to Native American families directly on a reservation.

From conversations with Dr. Merril Berg (President) and staff of Little Hoop Community College, the program at Fort Totten has been exceptionally successful in providing educational and health care opportunities for very young children, and helping families break the cycle of poverty. In this regard, I was especially pleased that Health and Human Services Secretary Shalala was able to examine firsthand a number of these successes under the Comprehensive Child Development Program (CCDP) during a visit to review health care services at Fort Totten last summer.

I would like to share with Committee Members some remarks from Dr. Merril Berg, President of Little Hoop Community College and Beverly Graywater, Project Director of the CCDP program at Little Hoop on behalf of the program. I also ask that this statement be included as part of the hearing record on Head Start reauthorization.

As I mentioned in my earlier remarks, I am very pleased that the Administration supports the extension of comprehensive services to families as proposed in the Initiative on Families with Infants and Toddlers under Section 10 of S. 1852. In July, 1993, I introduced a similar provision to extend the family support and child care services under the Comprehensive Child Development Act through Fiscal Year 1997 as part of S. 1193, the Head Start and Early Childhood Development Amendments Act of 1993.

I believe the Administration's proposal to consolidate these services under Head Start administration is appropriate and deserves support. I would appreciate comments from Associate Commissioner Taylor regarding the Comprehensive Child Development Program (CCDP) and on the provision in S. 1852 (Section 10) that establishes a priority for participation in the new initiative for infants and toddlers—a priority which recognizes and encourages the continuation of successful programs like the CCDP demonstration underway at Fort Totten.

Thank you again Mr. Chairman for the opportunity to share the success of this important program assisting Native Americans with the Committee.

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Comprehensive Child Development Program

Little Hoop Community College

Box 89
Fort Totten, North Dakota 58335

Voice (701)-766-4070 FAX (701)-766-4077

Dear Senator Conrad,

We at Little Hoop CCDP hope that this information helps you. If you have any questions or need any additional information about our program, please call. We are always happy to help.

LOCATION AND PEOPLE

Little Hoop CCDP is located on the Devils Lake Sioux Reservation. We are the only CCDP program located on a Native American Reservation. We operate four Early Childhood Education (ECE) Centers on the reservation and have our central office at Fort Totten.

Our families are Native Americans, mostly enrolled in the Devils Lake Sioux Tribe. The population is rural and poor. The per capita income is $3,940[1] with 53.1% of the population below the poverty level. One of the prime stumbling blocks is a good education with 47.5% of the population has not achieved high school equivalency and only 19.5% have received a college degree[1].

OBJECTIVES OF LITTLE HOOP CCDP

A child needs a good home environment to prosper and grow. Our goal is to build that home environment, by helping the family achieve self-sufficiency. A family that is earning a good wage and not on welfare has a higher self-esteem and has hope for the future. Children coming out a good environment have a much better chance of achieving a good education and well paying career.

Our program is preventative and personal.. We have a view of the whole family unit not just selected sections (like traditional programs). Each family service coordinator spends time with the same group of families and can plan for the long term. We can see what causes the problems and treat the cause instead of treating the effects. We spend time teaching the families preventative habits in the areas of health, parenting, and basic life skills. This allows our families to avoid problems or deal with problems before they become too large to handle.

HEALTH

Preventative health care is the major push of the program. We start by making sure pregnant mothers attend all their prenatal checks. Catching problems during the pregnancy will allow our mothers to have healthier children and less long term problems. Our program works to make sure 100% of the children are fully immunized. We stress the importance of having all children immunized. We require the children to have well-baby and well-child checkups, and explain the importance of future preventive checkups for their children and themselves.

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[1] US Census Bureau 1990

"Children are living messages we send to a time we will not see"
--Neil Postman

We have in-services (meetings held one or more times a week where meals are served and the staff presents on different family topics) where we discuss current health topics. During the recent outbreak, a large presentation was done on Hantavirus, giving our families straight information as opposed to rumors and stories. We have done in-services on HIV / AIDS, what to do when your child is sick, and how to give your children medicine.

It is important that we establish preventative health habits in our families. Catching problems early will keep health care costs down, and extend the life expectancy of our Native American families (males have a 49 year life expectancy on the Devils Lake Sioux Reservation[2]). We see our families developing better habits and expect even more progress as we educate them further.

FAMILY

Because of CCDP's holistic approach, Family Support Coordinators are able to address all family members and identify specific problem areas. Our objectives as Family Support Coordinators is to constantly encourage and empower our CCDP families toward self-sufficiency. Not economic self-sufficiency alone, but social, physical and psychological self-sufficiency. We are able to address these various areas with the assistance of our Mental Health Specialist and the Employment/Education Specialist.

Social self-sufficiency is demonstrated when a family member is able to express their needs, then work towards meeting those needs. With the improvement of communication skills comes the self assurance and aggressiveness necessary for self-sufficiency.

Economic self-sufficiency is demonstrated when family members progressively achieve academic or employment goals such as: obtaining their GED, enrolling in college courses, graduating from the community college, or obtaining full-time employment in a position with the potential for growth.

Like most families, our program families face economic hardships, alcohol abuse, codependency, mental illness and many other social problems. CCDP understands the unique problems of the single parent family and is equipped to address those problems. We find it is the core of most of the before mentioned problems. In addressing these issues CCDP has found little existing support groups to deal with some of our families issues and as a result, this the program has begun its own Peer/Parent support group, facilitated by CCDP's Mental Health Specialist. The attendance has been steady and our young mothers are already remarking how the support group has assisted them to face many of their problems and make positive changes. FSC refer any family member to already existing agencies for further assistance in the area of mental health, child victimization, etc.

One (or more times) every two weeks, FSC's are required to visit with the family face-to-face to review a service checklist. This list includes: locating resources / services, referrals, brokering for services, assessment of progress toward goal achievement and monitoring the delivery of services. We believe it is this consistent involvement with the family that turns a dependent

[2] Little Hoop CSAP grant

family into a self-sufficient, wage earning member of our community. Our statistic reflect an overall improvement in all areas we have serviced. Employment has gone from 4 employed members when we started to 32 employed members out of 56 (compared to a 68% reservation wide unemployment rate[3]). Among the remaining 24, 28 are enrolled in college courses or working towards their GED, the overlap is due to members working part-time and attending classes. Of the 28 college students, 4 are enrolled in 4 year institutions of higher education. The program has redefined self-sufficiency for 1 young mother, the single family enrolled in the program not employed or enrolled in college courses, who was diagnosed with a chronic illness.

EMPLOYMENT/EDUCATION

The employment/education specialists plays an important roll in the program. It is the duties of this position to provide assistance in all areas of education and employment such as; scholarships, knowledge of institutions of higher education, grant moneys, employment opportunities or the most recent resource, the casino training programs.

Within each institution there are many opportunities and it is the responsibility of this position to be aware of what programs are being offered and to plug CCDP into such programs. For example, Little Hoop Community College in conjunction with UND Lake Region offers a Nurse Assistant Program designed to train and employ its students and at the end of a two week training session place the student with an employer. In addition Little Hoop offers casino training classes imperative to employment. The employment/education specialist informs and tracks program families involved in these programs.

EARLY CHILDHOOD EDUCATION

CCDP values diversity and children's individual differences. Each child develops at his/her own pace and manner. Therefore, we believe that all concepts, activities, and teaching strategies must be designed to foster and enhance the development of children at their developmental age. These are promoted with the view of making all children independent and autonomous individuals.

Our center's handle children from 6 weeks to 4 years of age (we work with other program for older children's ECE needs). These children must receive ECE three times per week in a Center or once a week in a Home visit. Our program has chosen to provide services in Center settings, but is in the process of establishing a Home based program. We also provide ECE or care for children who are in Headstart when they are not in their programs.

We believe that play is the most complete of all educational processes, as well as a source of pleasure. It is the way children learn, explore, and understand their world. Children learn by doing, therefore, all teaching must be done with a hands-on approach for all activities.

We believe that the child must be educated in a holistic manner. The social, cognitive, emotional, language, self-help, gross and fine motor aspects of children are all considered in the instruction. Learning is fostered through creative activities that interests and stimulates the child.

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[3] Bureau of Indian Affairs Labor Status Report

We believe that socialization of children can be accomplished within the center by activities and interaction with peers and adults. But outside activities are also necessary for greater enrichment, so field trips, excursions, etc. are also encouraged as part of the curriculum.

We believe that for the welfare of children only personnel that love and care about children should be employed in our centers. Children learn and absorb attitudes, feelings, etc. from their environment and those persons within it. Adults as teachers are models that children will imitate and follow.

To ensure that each individual child receives the best Early Childhood Education Experience, we do a number of things. First, every child must have the Denver Developmental Screening before entering one of our centers. This will determine for us the needs of every child. We also use the LAP (Learning Accomplishment Profile) Assessment for all children at regular intervals during the school year. These assessments help us to monitor each child's progress in every developmental area. From these assessments, we write and Individual Education Plan (I.E.P.). These I.E.P.'s make learning individualized for every child. We feel that close monitoring of each child's progress, along with carefully planned activities designed to teach specific skills, we can give our children the extra push they may need to be successful in school in later years.

CONCLUSION

Guiding a family toward self-sufficiency is the best thing we can do for the children. Parents who are providing for their family, without government financial assistance, will have a high self-esteem and be able to set goals. Children of these families will learn how to set goals and have a desire to achieve. We are striving to break the cycle of poverty that has developed on the reservation. A comprehensive program that looks at the causes (be they educational, social, mental, or health related) instead of the effects is the best way to deal with the family problems on the reservation.

We hope that you will see our progress with these families, and provide continued funding and support for our efforts. Our efforts have helped many of our families on the road to self-sufficiency, and we believe we could help many more.

Beverly Graywater
Project Director
Little Hoop CCDP
Little Hoop Community College
Fort Totten North Dakota

Dr. Merril Berg
President
Little Hoop Community College
Fort Totten North Dakota

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Journal 4-16-93

Clinton Cabinet member, state congressional delegation visit Fort Totten

By BLAKE NICHOLSON
Journal Staff Writer

Secretary of Health and Human Services Donna Shalala and North Dakota's congressional delegation made a stop in Fort Totten yesterday afternoon as part of a tour of the state that focused heavily on health care.

North Dakota Senators Byron Dorgan and Kent Conrad and Representative Earl Pomeroy have been in the state since Tuesday, touring various spots throughout the state Tuesday, Wednesday and Thursday and holding health care forums in Fargo, Grand Forks and Minot. Another forum is scheduled for tonight in Bismarck. Shalala joined the group for just the one day. In Fort Totten, the group had a "traditional" lunch, toured the Head Start program at Little Hoop Community College and the Devils Lake Indian Health Service Clinic.

Members of the group also spent time listening to concerned citizens and speaking to patients at the clinic and children in the Head Start program. They were also presented gifts in honor of their visit.

Shalala said trips such as the one to Fort Totten were "very important" for her. "You can't read statistics and understand what's going on," she said. "You have to go out and talk to real people. That's the only way you can learn and make government better."

Shalala stressed throughout her visit that when it comes to health care, "we know what we need to do, if we can get the resources." She said the biggest needs she has seen during her visit in terms of health care in rural areas are resources and facilities. She described Fort Totten as a community with "excellent leaders," who she said need flexibility and resources to better do their job.

"We've got good people trying to do a good job here," she said.

Dorgan noted that the trip was probably more important for Shalala than it was for members of the state congressional delegation, who he said have the opportunity to come back to the state and see the rural health care problems firsthand. "Secretary Shalala doesn't have the opportunity to do that," he said. "I think this is part of the educational process for (her)."

As for health care, Dorgan noted there are still rural areas without access and that "the problem still is health care costs too much." He said costs needed to be moderated while at the same time having services provided, and said "that's the trick."

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TOP LEFT: Sen. Byron Dorgan, D-N.D. calms down a child frightened by all the commotion. TOP RIGHT: Secretary of Health and Human Services Donna Shalala speaks to children while Devils Lake Sioux Tribal Chairman Peter Belgarde (hat) and Sen. Kent Conrad D-N.D. (behind Shalala) look on. LOWER RIGHT: Shalala, Conrad, Dorgan and Rep. Earl Pomeroy D-N.D. listen to citizens' concerns after enjoying a "traditional" lunch. (Journal Staff Photos by Jason Manley)

Pomeroy also said the trip was extremely important. "In the Washington beltway you talk about public policy in the abstract," he said. "You come out to the state and see...the people it affects."

Pomeroy classified health care as

See Shalala, back page

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Shalala (Continued From Page 1)

a "vital, personal issue," and noted that the turnouts at the health care forums "have been huge. That demonstrates the deep public interest in it."

Pomeroy went on to say that getting Shalala out into rural communities was "crucial," as he said many important decisions regarding health care reform are forthcoming and Shalala will be right in the middle of the issue. "Having one of the key figures out in North Dakota is really good," he said.

Tribal Chairman Peter Belgarde was also happy to see policy-makers come to the reservation. "It's a good first step for them to understanding the needs of the people, and coming to grips with it," he said. "They're talking to grass-roots people."

Peggy Cavanaugh, Tribal Health director, agreed that the visit was important because the members of the group see the "grass-roots people that services actually come to." She added that the visit also "gives them a chance to see the differences in cultures."

Cavanaugh said she developed an informational pack for Shalala that addressed the issues of the Tribe's underfunded health care facilities, dialysis and diabetes problems, infant mortality problems, asbestos problems and landfill problems.

Pomeroy summed up the trip by saying that "by the time we get to Minot (another stop on their tour) we'll have seen a variety of the components of North Dakota's health care delivery system," and that he hoped the "unique concerns of a state like North Dakota" are taken into account during health care reform.

"It's a great honor to be here," Shalala said. "We learned a lot."

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LITTLE HOOP
HEAD START

BOX 269
BELCOURT, NORTH DAKOTA 58316
PHONE 701-477-6427

94 APR -5 AM 9:48

March 29, 1994

94 APR -5 PM 1:58

Honorable Daniel K. Inouye, Chairman
Senate Committee on Indian Affairs
834 Hart Senate Office Building
Washington, D.C. 20510

Dear Senator Inouye:

The following is written testimony regarding Indian Head Start programs for the Reauthorization Act. It is submitted on behalf of Indian grantees to express concern about the guidelines, the low income requirements, facilities, transportation vehicles and the fact that not one Indian is on staff in the Head Start Bureau.

The first concern is with the guidelines for low income areas and how they expect so much from economically deprived communities. Because we are an economically deprived area why is it necessary to require a match from the local community. Since we have no industry or market for development how can we continue to meet the match. Why can't this match requirement be waived for all Indian Head Start grantees'? How can we ever expect to rise out of poverty if we continue to stuggle year to year just to keep the program funded with all the requirements? The documentation for the program is overwhelming when it comes to justification for the continued funds. If this was changed and we were given some flexiblity it would help focus on the real needs of the children and families.

If the low income guidelines were the same across the programs it would help children and families. Since we are a reservation it is a well known fact that it is economically deprived yet we still put limits on the numbers that can be served from the Head Start Bureau. Why does the income guidelines exist for reservations? If this can was changed it would better serve all children and families.

The biggest problem that exists in the Indian Head Start grantees is adequate facilities. Additionally, facilities that are appropriate to location, climate, and needs of the community. What Head Start currently allows is the buying of modules. They are fine in some locations but in the state of North Dakota the severe climate makes them a financial hazard. A financial hazard because the structure can be destroyed in one day by weather conditions. Most of the these module facilities can not be anchored adequately in order to prevent damage. Also, a majority of them are not built warm enough for North Dakota winters. The Indian Head Start programs need to be able to build facilities that will endure over

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time. If this restriction was lifted it would help provide facilities that children would be safe in no matter what the weather conditions are on the outside.

I am aware that you have visited many Indian reservations but maybe this would again be a good time to visit. I realize you are a busy Senator with all the constituents you serve but visiting would help to determine just what kind of facilities grantees currently have for the programs.

In addition to the facilities being completely safe for the children, the vehicles used to transport should also be safe and new on a regular basis. Is is not a fact that when the GSA vehicles have been out in the field for one year they are replaced to ensure quality operation. If the government can replace these vehicles regularly, why is it not possible for the Indian Head Start grantees to have the same option? If this was changed it would help provide safe vehicles for transporting the children.

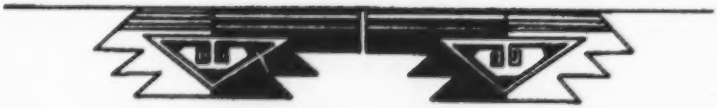
Finally, the National office does not have an Indian employee on staff. Is it not possible to ensure that there is at least one individual hired that could represent the Indian Head Start grantees? There are many individuals across the country that would be able to fill such a position. What recruiting has been done to get a qualified individual in the National office? I realize that some of these issues will not be changed but it would sure help if they had to be accountable to the grantees for their operation. A case in point, not having a program specilist. The Indian Head Start grantees are never informed about changes in the National office with staff or personnel. The Little Hoop Head Start program does not have an assigned program specialist. As a new Director, it would be nice to have a contact person regarding program operation and requirements.

In closing, thank you for the opportunity to write and present these concerns. It is nice to know that someone does care about us in Indian Country.

Respectfully,

Pat Walking Eagle

Pat Walking Eagle
Head Start Director



NATIONAL INDIAN HEAD START DIRECTORS ASSOCIATION

Testimony presented to the Senate Indian Affairs Committee on March 25, 1994 and Labor and Human Resources Committee regarding S.1852, the "National Head Start Act" reauthorization.

My name is Linda Kills Crow and I am a member of the Delaware Tribe of Eastern Oklahoma. I have been the Head Start Director for the Osage Tribe in Pawhuska, Oklahoma for 15 years and am currently the President of the National Indian Head Start Directors' Association. I would like to thank the members of the Senate Committee on Indian Affairs and the Senate Committee on Labor and Human Resources, as well as their Chairs, Senators Inouye and Kennedy, and Senators Kassebaum and McCain for this opportunity to present the view of NIHSDA on S.1852, the "National Head Start Act" reauthorization.

While the National Indian Head Start Directors' Association strongly supports this legislation, we feel there are some specific issues effecting Indian Head Start programs which need to be addressed as part of this bill.

In June, 1993, our Association, in conjunction with the American Indian Programs Branch of the Head Start Bureau, conducted a National Indian Head Start Management Conference in Washington, DC. The 335 participants represented 106 of the then 116 Indian Head Start grantees. Included in the group were the Indian Head Start Directors, their Tribal leadership and other interested individuals. This Conference provided an open forum for discussing our concerns. The result was an Advocacy Agenda which outlines eleven crucial issues and recommended regulatory and statutory changes.

From that list, the NIHSDA Board of Directors selected five (5) issues where change was deemed essential if Indian Head Start programs were to achieve high standards of quality while meeting the unique needs of our Tribal children and families.

ISSUE #1 - SOVEREIGNTY

In 1966, special legislation was enacted to allow Tribal governments to become grantees for Head Start programs. In recognition of the Federal government's Nation-to-Nation relationship with Tribes, the Administration of Indian Head Start programs was placed in the central office of the Head Start Bureau. Over the years, there has been an erosion of the status of Indian programs as well as several attempts by ACYF and the Head Start Bureau to decentralize Indian grantees by moving them into the Federal regional structure or combining their administration with other Head Start or ACYF programs.

grantees. With this number of sovereign nations, language should be included in the Head Start Act to insure that Indian Head Start grantees remain distinct and separate programs administered at the national level. It is of great importance that AIPB be treated like other regional Head Start offices; this includesd adequate numbers of qualified staff and sufficient funds for required site visits.

"Indian Preference" should also be exercised in the hiring of American Indian Program Branch staff granting of contracts for Training and Technical Assistance and, any other grant or contract which focuses primarily on Indian grantees.

ISSUE #2 - CONSTRUCTION OF FACILITIES

Construction of facilities has long been a major concern for Tribal grantees. Currently, grantees are prohibited from using Head Start funds to construct; but, they can renovate, rent, lease or purchase classrooms. The problem is the lack of buildings on reservations or, in rural Indian communities. If a building does not exist, one has nothing to rent, lease, renovate or purchase!

As a short term solution, some Tribes began purchasing modular classrooms but soon found this was neither cost effective nor aesthetically in keeping with the Tribal environment.

In the Osage program, for example, we purchased a single modular classroom unit, (24 x 56), for $75,000. Our contract guaranteed that the manufacturer would make all structural repairs at no cost. Within a year, problems occurred with leaking ceilings and walls, uneven floors due to the ground settling under the pier foundation, and numerous plumbing problems. Even though there is a sales office for this company in Oklahoma, the units are constructed out of state so repairmen must travel from the factory which often takes weeks. Since the Tribe owns the modular and did not want to see it ruined, Head Start has had to put several hundred dollars in emergency repairs of the building. Recently, we asked a local contractor to give us an estimate on a permanent building constructed on a slab foundation. We found we could have built a facility for the same cost but with twice the square footage (classroom plus a kitchen and dining room/parent meeting room). Modular classrooms have a life expectancy of 20 years but between the poor quality of construction and the violent Oklahoma spring storms, we will be lucky to be able to use it that long.

Since Tribes own their land and don't have to pay taxes, zoning fees, etc.; they are also exempt from the Davis/Bacon Act. It would, therefore, be both prudent and cost effective to allow Tribes to construct permanent Head Start facilities with Head Start funds. The Head Start Act should be amended to allow the Secretary to permit construction when a Tribe can prove that current facilities are unsafe or inadequate and/or no suitable facilities are available in the community, or cost of renovations are prohibitive when compared with new construction. The need for

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space for expansion should also be considered as a reason for additional facilities.

ISSUE #3 - INCOME ELIGIBILITY

On most reservations and rural Indian communities, Head Start is the only early childhood program available to families. Most rural school districts are too poor and only six BIA schools currently have 4 year old programs. Few tribes have state licensed child care centers accessible to their families, although the new Child Care Block Grant allows Tribes the opportunity to operate a licensed facility. However, the lack of start-up funds and facilities hinder the development of quality child care centers.

If the Child of a single parent can't attend Head Start because this parent has a $5.00 an hour job, the child is doomed to be left with a babysitter and spend the day in front of the TV. Kindergarten teachers in Pawhuska have told me they can always spot the Indian children who have attended Head Start. They are the ones who don't have to learn red, blue and yellow, but are ready for mauve and turquoise. These children grow up as neighbors, but those whose parents have obtained some level of economic self-sufficiency are penalized educationally as well as socially. Allowing all Tribal children to attend Head Start would just increase the enrollment of Indian programs by a little less than 20%, or less than 3500 children.

The education of Indian children is guaranteed by Treaties with the Federal government. This guarantee should extend to the most crucial years, the Head Start years, thus allowing our Indian children to be exempt from income guidelines. Legislative language exempting Indian children should however, include directions to the Secretary requiring Tribes to set admissions criteria which would assure that priority in enrollment is always given to the most needy children.

ISSUE #4 - SERVICE AREA

Tribal grantees are currently restricted to serving only children who reside on the Reservation or as in the case of Oklahoma and Alaska, within the Tribes' designated service area. Because of housing shortages, jobs or training opportunities, Tribal members sometimes move into communities which border the Reservation. They still maintain close ties to their home community. They continue to use the Indian Health Service facility, to send their children to Bureau schools and participate in the social life of their Tribal communities. Thus the Bureau of Indian Affairs and most other agencies (NIC, JTPA, etc.,) recognize that Tribal members living within 15 miles of the Reservation boundary are eligible for services provided on the Reservation. The Head Start Act doesn't have such a provision so Tribal children living within 15 miles can't attend their Tribal Head Start program.

This policy is inconsistent with that of other agencies. Indian parents want to send their children to their Tribal Head Start. The Head Start Act should include the "on or near" reservation rule in designating the service area for Indian Head Start program.

ISSUE #5 - TRAINING AND TECHNICAL ASSISTANCE

The Indian grantees are currently funded directly for training needs as well as receiving technical assistance through a TASC contract with Three Feathers Associates. While the TASC is providing quality services, the kinds of activities they are allowed to provide as defined by their contract with the Head Start Bureau don't adequately meet the needs in Indian Country.

Indian grantees face unique circumstances such as the development of culturally relevant curriculum, and dealing with frequently changing Tribal governments. Many are existing in communities where everyone has known everyone else all their lives and anonymity is all but impossible. And, Indian grantees are spread out over 25 of the 50 states.

The current Head Start Bureau's T & T/A model doesn't work well for Indian grantees.

Most Tribal grantees are small, rural and lack the local resources to provide adequate training and technical assistance for staff. For example, the staff from the Osage Agency must travel 80 miles one way to the State University in order to take classes in Early Childhood Education.

While these five issues are of highest priority, we know there are several other issues which are of concern to Indian grantees. Some of these will be addressed in other testimony and should also be given your careful consideration.

Again, I want to thank the members of these two committees for the interest they are demonstrating for the welfare of our Indian Children. I would especially like to thank Senator Inouye for his continued leadership in Indian Affairs.

NATIONAL INDIAN HEAD START DIRECTORS ASSOCIATION

"Serving Children and Families"

1993 AND 1994 ADVOCACY AGENDA

NATIONAL INDIAN HEAD START DIRECTORS ASSOCIATION

RESOLUTION: 93-1

August 9, 1993

Whereas, the National Indian Head Start Directors Association is the recognized representative body of the 116 Indian Head Start grantees of the American Indian Programs Branch of the Head Start Bureau, and,

Whereas, in June of 1993, the National Indian Head Start Directors Association sponsored a working conference in Arlington, Virginia, which focused on the common concerns of all Indian Grantees, and was attended by 106 Indian Head Start grantees, with total participation of 336, and,

Whereas, the eleven major concerns, along with legislative and/or administrative recommendations, are contained in this document entitled "the 1993 and 1994 Advocacy Agenda of the NIHSDA."

Now, therefore, be it resolved that the National Indian Head Start Directors Association has adopted this Advocacy Agenda and will work towards its congressional approval and administrative implementation.

Board of Directors

Officers

President
Linda Kills Crow, Osage Tribe

Vice President
Viola Wood, Fort Peck Tribes

Secretary
Carmen Lieurance, Taos Pueblo

Treasurer
DeLaura Saunders, Mississippi Band of Choctaw Indians

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Idaho, Montana, Utah, Wyoming
Caroline Yellow Robe, Fort Belknap Reservation

California, Nevada, Oregon, Washington
Jeanette Allen, Inter-Tribal Council of Nevada

Arizona, Colorado, Navajo, New Mexico
Carolinc Daniel, Colorado River Indian Tribes

Kansas, Oklahoma
Verna Thompson, Cherokee Nation

Alaska
Sarah Kuenzli, Tanana Chiefs Conference, Inc.

Nebraska, North Dakota, South Dakota
VACANT

Florida, Mississippi, New York, North Carolina
DeLaura Saunders, Mississippi Band of Choctaw Indians

Michigan, Minnesota, Wisconsin
Irma Parrish, Inter-Tribal Council of Michigan

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Key Information - Fiscal Years 1992 - 1993

- There are 515 federally recognized tribal entities: 318 federally recognized tribes and 197 federally recognized Alaska Native tribes. 181 participate in Head Start programs funded by the American Indian Programs Branch, Head Start Bureau, ACYF, ACF, DHHS. 334 federally recognized tribal entities are not participating as American Indian Programs Branch (AIPB) grantees.
- There are 116 Head Start grants awarded to American Indian tribal governments, organizations and Native Alaskan associations as of August 1993. The 1993 Head Start expansion effort to fund unserved tribes may total less than a handful. The 116 grantees are representative of 111 tribal governments and 5 tribal consortiums.
- The Head Start Act requires an administrative office for meeting the needs of Indian children be maintained within the Head Start Bureau. The American Indian Programs Branch Chief is Lee A. Fields, Jr. AIPB's offices are in Washington, D.C.
- In FY '92 AIPB was budgeted for $65,914,802 with a funded enrollment of 17,559 children ages 3 to compulsory school age. This represents 3% of the Head Start Bureau's appropriations and 2.8% of the total number of children served by Head Start.
- There are 3,368 individuals employed by AIPB grantees.
- 492 have their Child Development Associate (CDA) or equivalent. This represent 43% of the 1994 target.
- 80% of Indian Head Start programs provide center-based services.
- 20% provide a combination of the center-based and home-based options. No grantee operates only a home-based program.
- 14% of the children enrolled in the American Indian and Native Alaskan Head Start programs have been professionally diagnosed as having a disability.
- 5 AIPB grantees operate a Parent Child Center (PCC). The grantees are: Inter-Tribal Council of Michigan; Blackfeet Tribe, Montana; Oglala Sioux, South Dakota; Crow Creek Sioux, South Dakota; and Port Gamble S'Klallam, Washington.
- All federally recognized tribes and Alaskan Native groups are eligible for "Near-Reservation Designation" by the Bureau of Indian Affairs.
- Indian Head Start grantees experience unemployment rates from 2.2% to 48.6% of those individuals 16 years of age and older ('90 Census). The average unemployment rate is 22.7%.
- The poverty level of Indian Head Start grantees' communities vary from 10.5% to 80.8% ('90 Census). The average level of poverty is 41.8%.
- Within the Indian Head Start grantees' 'service area', children living in poverty range from 6.4% to 82.5% ('90 Census) with an average living in poverty of 58.8%.
- The average per capita income for Indian grantees was $5,367 ('90 Census).
- Head Start has been operating in Indian Country since 1965. 34 grantees began as Summer Head Start programs.

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I. Purpose and Objectives

The Purpose of the National Indian Head Start Directors Association's (NIHSDA) Advocacy Agenda is to serve as a consensus guide in advocating for positive and creative changes within the Head Start policy and service delivery systems. Advocating for positive changes for creating more open environments for Indian Head Start grantees will enable them to implement and maintain quality services for Head Start children and families. To attain its goal the Association has established the following agenda objectives.

- To affect changes in the Head Start legislation which confine and prevent Indian Head Start grantees in improving the overall quality and expansion program services.
- To obtain changes within Head Start regulations which serve to stifle the capability of Indian Head Start grantees in implementing Head Start services which meet the needs of Indian children and their families.
- To provide program improvement tactics for Head Start grantees which can be used for producing positive change at the legislative, regulatory and grantee levels.

II. NIHSDA's Conference

The American Indian Programs Branch within the Head Start Bureau has sponsored a variety of training institutes and conferences which have addressed foundations in the operation of a Head Start program, component integration and program financial accountability. Developing Head Start program teams has been the major focus over the past three years.

These team management efforts assisted the National Indian Head Start Directors Association to identify a number of issues that directly affect the ability of local programs in addressing program quality improvement and program expansion activities. As a result, the Association, in conjunction with the American Indian Programs Branch (AIPB), conducted the National Indian Head Start Management Conference during June, 1993. This Conference provided an open forum for building consensus on issues that affect the delivery of Head Start services within Indian communities.

Participants attending the Conference included 106 of the 116 Indian Head Start grantees. Attendees representing these grantees included: 71 elected tribal officials, 101 Head Start directors, 81 other tribal delegates and 82 interested individuals. There was a total of 335 attendees who actively participated in the 3 day Conference. NIHSDA's Advocacy Agenda was solidified during the Conference and represents the overall guidance from the Indian Head Start Network.

Note: ***The Advocacy Agenda has been established for the 1993 and 1994 Congressional years and Federal fiscal years. Any reference to the Head Start Act includes all of the recent revisions mandated by the Head Start Improvement Act of 1992, P.L. 102-401 and the Juvenile Justice Act of 1992, P.L. 102-586. This document was sent to the Head Start Network under cover of ACYF IM-93-13 issued April 5, 1993.***

III. Process Used for Developing Advocacy Agenda

Prior to the Conference, the Association developed 22 issues which directly impact on the overall effectiveness and efficiency of operating Head Start programs within tribal communities throughout the Nation. The issues were concerns expressed to the NIHSDA's Board of Directors by Head Start directors, tribal officials, program staff and the Indian Head Start Resource Center and Resource Access Project over a four year period. To expedite the processing and consensus building on these 22 issues, the Association divided the issues into three categories: Grantee, Regulatory and Legislative.

A segment of the Conference was structured so Focus Groups composed of Head Start directors and other tribal representatives could identify four to five criteria for prioritizing the Key Issues. The five criteria which surfaced from the Focus Groups were:

A Key Issue is One That:

- affects the greatest number of Indian Head Start grantees and programs;
- holds potential for attainable change with positive effects on Head Start programs, children and families;
- affects both small and large grantees;
- addresses the need for change at legislative or regulatory levels, and;
- negatively impacts Indian peoples and reservations' unique needs.

These criteria were used to identify 12 Key Issues in which conference participants developed an action agenda. By identifying the 12 Key Issues, a number of the 22 issues were collapsed and/or combined because of their similarity. The criteria for finalizing the Key Issues to be included in the NIHSDA's Advocacy Agenda included frequency of response to issues, NIHSDA Board of Director's and "Expert Reviewers" judgements. The final Advocacy Agenda includes 11 Key Issues.

Frequency of Response.	After thorough small group discussion, conference participants were requested to identify and vote for their top 12 issues. The issues were ordered by the number of votes received.
NIHSDA Board of Directors' Judgement.	The Board exercised its responsibility to select those issues most appropriate for a legislative and regulatory agenda representing their constituency.
"Expert" Reviewers' Judgement.	The preliminary list of recommendations for action and subsequent Agenda drafts were reviewed by those knowledgeable about Indian Head Start issues. The comments of these reviewers were integrated into the final agenda.

Subject to this decision making process, the Advocacy Agenda issues are prioritized. Since most issues and recommendations are inter-related they are to be considered as general guidelines for action.

IV. NIHSDA's National Advocacy Agenda Issues

Issue 1: ***Federally recognized tribes are Sovereign Nations and associate with the Federal Government in Nation-to-Nation relationships. The on-going discussion by the Administration to decentralize the administrative functions for serving Indian children in the Department of Health and Human Services' 10 regional offices challenges and serves to weaken theses legal relationships.***

Tribal governments, as Head Start grantees, must have direct access to policy makers in Washington D.C. without additional layers of bureaucracy being added at the Department of Health and Human Service's (DHHS) regional levels. Administrative arrangements and budget decisions that go outside the Nation-to-Nation relationship between tribal governments and the federal government are not acceptable. A national administrative office provides easy access for tribal officials; serves as a centralized agency knowledgeable and experienced in working within a tribal government context; operates as a national focal point in advocating for Indian preschool children in a culturally relevant manner, and; assists with the coordination and collaboration among the many federal departments charged with legislative mandates to work with federally recognized tribes. The American Indian Programs Branch currently serves in this capacity, although it is buried within the Head Start Bureau.

The American Indian Programs Branch is an administrative section of the Head Start Bureau and falls within the overall administrative budget and personnel aspects of the Department of Health and Human Services. As a result, position allocations and operating expenses to administer AIPB are often second and third to other Administration on Children, Youth and Families and Head Start Bureau's administrative priorities.

Legislative Recommendations

- Section 636. [42 U.S.C. 9831 note](b) be amended to clearly delineate the Nation-to-Nation relations between the Federal and federally recognized tribal governments and more strongly spell out the requirement for a centralized administrative arrangement within the National Head Start Bureau office, thereby not allowing the decentralization of the administrative arrangement to the 10 Department of Health and Human Services' Regional Offices.

- Language be included in the Head Start Act which places the administrative office, and its administrator, responsible for meeting the needs of Indian children directly under the Associate Commissioner of Head Start within the Administration for Children and Families.

- Language be included in the Head Start Act, which directs the Secretary of Health and Human Services to provide "Indian Preference" to positions within the Head Start Bureau assigned to the administrative office delegated responsibility for meeting the needs of Indian children, e.g. American Indian Programs Branch (AIPB).

- Section 641. [42 U.S.C. 9826](a) and (b) be amended to broaden the eligibility of tribal governments or coalitions of tribal governments to be designated as a Head Start grantee; rather than restricting the designation only to "reservation communities."

- The Head Start Act be amended to include language which limits the power of the Secretary of Health and Human Services in designating a non-Indian public or private non-profit agency as a replacement grantee within the jurisdiction of a tribal government. Exceptional efforts must be undertaken by the Secretary to rectify the issues which have caused tribal government grantees to be considered for termination.

Issue 2: Many preschool aged Indian children lack an opportunity to participate in a preschool program let alone a comprehensive early childhood program such as Head Start.

Head Start is most often the only preschool early childhood development program operating within tribal communities. Many Indian children are not served by any preschool program. There is a need to examine the eligibility requirements due to the changing demographics on Indian reservations and an historical lack of educational and socio-economic opportunities for Indian people. The majority of parents of Indian Head Start children are young and increasingly employed in low-wage, entry-level positions created by successful reservation economic development projects. As the result of employment of one and sometimes both parents, there are a sizable number of educationally and socially deprived, but marginally ineligible children who are unable to be served by Head Start programs.

The Head Start poverty line established by the Office of Management and Budget is lower than other federal service programs for low income children and families operated by tribes. Many tribal communities are located in remote and isolated areas of the Nation which can be classified as medically underserved areas. Many of these tribal communities have a tribal population and/or general reservation population under 1,000. The existing legislation and eligibility regulations narrow the number of "at risk" children and families which can receive comprehensive early childhood services within tribal communities. The Head Start Bureau has not provided any guidance materials to tribal grantees on the Gravel Amendment (Head Start Act, Section 654) nor proposed any legislative changes which would meet the uncommon needs of reservation communities.

Legislative Recommendations

- Section 652.(a) of the Head Start Act be amended to reflect the uniqueness of Native American communities and provide standard poverty lines for all federal programs administered by tribal governments and their organizations. The amendments should reflect the report from the House Committee on Education and Labor (Report 101-480) which urges the Secretary of Health and Human Services to work with tribes and the Department of Interior to develop modified eligibility criteria for use on Indian reservations and/or trust lands. The poverty line should be increased to affect the eligibility of borderline in-eligible families and other "at risk" Indian children. Serious consideration should also be given to lowering the age requirements from 3 to 5 to 0 to 5 for Indian communities.

- Section 645.(2)(A)(B)(C)(D) of the Head Start Act be amended to reflect a series of criteria be met rather than all the criteria currently listed. Further, the Secretary of Health and Human Services be directed to issue guidance to Head Start grantees for requesting the use of the poverty of access eligibility requirements.

Administrative Recommendations

- The Secretary of Health and Human Services undertake initiatives to work with the Department of Interior to develop modified eligibility criteria for use on Indian reservations and/or trust lands.

- Further, the Secretary should take corrective action, within her powers, to establish consistent eligibility requirements for programs administered by the Department.

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Issue 3: As Head Start grantees, tribal governments are restricted in serving their tribal members and other Indians who reside outside their reservation boundaries or historical tribal areas.

Many Indian Head Start grantees have received "Near-Reservation Designations" by the Department of Interior's Assistant Secretary of Indian Affairs pursuant to 25 CFR 20.1(r). This administrative mechanism permits tribes to extend the Bureau of Indian Affairs' (BIA) services and/or other social services to tribal members or other Indians in these designated areas. The Department of Health and Human Services, Office of Family Assistance, who administers the JOBS program, applies the BIA's "near-reservation designation" regulations in working with tribal JOBS grantees. The Administration on Children, Youth and Families does not apply this rule to Head Start grantees. As a result, the Department of Health and Human Services does not use consistent guidelines for implementing its requirements within tribal communities.

This designation is particularly helpful to tribes whose members select to live in communities close to their reservation due to the availability of employment, housing and other public services. Not extending Head Start services through similar administrative mechanisms restricts tribal grantees' access to a greater number of eligible Indian children and thereby preventing them an opportunity to participate in a Head Start program responsive to their traditional cultures.

Legislative Recommendations

- Section 637. [42 U.S.C. 9832 note and Section 641.[42 U.S.C 9836](b) be amended to define a federally recognized tribe as the governing body or a governmental agency of any Indian tribe, band, nation, or other organized group or community (including any Native village as defined in Section 3 of the Alaska Native Claims Settlement Act, 85 Stat. 688) certified by the Secretary of the Interior as eligible for the special programs and services provided through the Bureau of Indian Affairs.

- Language be included in the Head Start Act which indicates the application of the "Near-Reservation Designation" for Indian Head Start grantees and guides the Secretary for DHHS to provide guidance to tribal grantees for using the designation.

Administrative Recommendations

- The Secretary of Health and Human Services in conjunction with the Secretary of Interior establish realistic and consistent eligibility criteria for federal programs administered by tribal governments by the end of 1994. Particular emphasis should be given to applying consistent eligibility criteria for services within the Department's service programs operated by tribal governments.

- The Secretary of Health and Human Services direct the Administration on Children, Youth and Families to apply the Department of Interior's "near-reservation designation" in the same fashion as the ACYF's Office of Family Assistance.

Issue 4: Additional services for children pre-natal to three are needed in Indian communities to augment other services provided to low-income families.

The median age for most tribal communities throughout the Nation ranges between 19 to 22 years. This represents a growing younger population different than any other racial or ethnic group in the Nation. The Indian population is rapidly growing with the greatest age cohort being of child bearing age. As a result, most Indian communities are or will be experiencing greater numbers of children between the ages of zero to five years. Intervention services tied directly to comprehensive Head Start services would assist to enhance parental skills and, therefore, averting serious family problems; permit the fostering and preserving of tribal cultures and traditions through expanded contact with families, and; ultimately reducing the cost of achieving Head Start goals and objectives. Providing services for families with children from pre-natal to five furnishes a single source of assistance to Indian families during the most significant time of their parental responsibilities and direct influence upon their children. Building parental self-esteem and attitudes directly related to self-sufficiency is more likely to occur over a five year period than one or two years in which a family may be involved in Head Start.

Legislative Recommendations

- Section 645. [42 U.S.C. 9840] (c) be amended specifically for Native American grantees. For example, "federally recognized tribes may provide more than one year of Head Start services to children from pre-natal to the age of compulsory school attendance in the State in which the Head Start program is located."

- Section 640. [42 U.S.C. 9835] (a)(4)(c)(i) be amended to allow a minimum percentage (25%) of Indian Head Start grantees being awarded grants to operate Parent Child Centers.

Administrative Recommendations

- Strong consideration be given to adopting the Parent Child Center and Comprehensive Family Services Program concepts to be included within the Head Start program options so that greater flexibility can be given to grantees in meeting local community needs. The testing of these two models could be undertaken through the Secretary's discretionary grant program for Head Start.

- The Administration on Children, Youth and Families should undertake an inter-agency agreement between the Childrens' Bureau and Head Start Bureau for collaborating and guiding services provided by the Comprehensive Child Development and Child Care Block Grant Program and the American Indian Programs Branch.

Issue 5: Existing legislation and federal regulations do not allow for the construction of Head Start facilities by Indian grantees.

Tribal Head Start grantees have experienced difficulty over the years in acquiring adequate and environmentally safe facilities. The Department of Health and Human Services' Inspector General's report about health and safety conditions of Head Start facilities on the reservation indicated a desperate need to improve these facilities. The Administration on Children, Youth and Families has set limits on the use of Head Start general grant and quality improvement funds which narrows grantees' priorities for taking corrective action to improve the conditions of facilities . Also, the number of facilities available to Indian Head Start programs are few. Existing regulations do not allow for the construction of facilities and there is a limit on the number of available facilities which are not owned by the tribe but are located within tribal jurisdiction. Further, limited funds have been available to renovate existing facilities. The Head Start Improvement Act provides an opportunity for all Head Start grantees throughout the Nation to purchase facilities with federal Head Start funds. Nevertheless, many of the tribal Head Start grantees are restricted in activating this opportunity.

- The principle owners of appropriate Head Start facilities within reservation based Head Start programs are tribal governments and the federal government.
- According to the Department of Health and Human Services, Administration for Children and Families' (ACF) grants management regulations, grantees cannot rent or purchase from themselves. To rent or purchase, grantees must enter into agreements with "third party" entities.

Legislative Recommendations

- Section 644. (f)(1)(2) be amended to permit Indian Head Start grantees, located in areas where appropriate facilities are not available for purchase, to build facilities (new construction as well as major renovation) for the Head Start program. Further, the Secretary of Health and Human Services be directed to collaborate with the Secretaries of Housing and Urban Development, Department of Interior, and the Department of Commerce, Economic Development Administration for addressing the facility needs of Indian Head Start grantees.
- Section 651. [42 U.S.C. 9846] (g)(10)(B) be amended to include specifically a detailed report on the conditions, location and ownership of facilities being used and available for use by all Native American grantees. The report should contain specific information on the projected cost for the renovation of existing facilities, purchasing facilities and estimated cost of meeting the need for new construction.

Administrative Recommendations

- The Administration on Children, Youth and Families should seek internal administrative remedies for permitting tribal grantees to conduct major renovations, purchase and/or construct facilities within the Department of Health and Human Services' grants and cost management regulations.
- The Administration on Children, Youth and Families establish an inter-agency agreement with the Bureau of Indian Affairs to effectuate the improvement of Head Start facilities located on reservations and/or tribal trust lands.

Issue 6: The cost of operating and maintaining comprehensive Head Start services in isolated and remote Indian communities increases every year which makes it difficult to maintain an acceptable level of quality services.

Head Start is a comprehensive community based, family centered early childhood program which is extremely challenging to implement and operate within the required federal rules and regulations. The Program Performance Standards, particularly, necessitate the need for grantees to adequately structure their program so that qualified staff have sufficient time to perform their duties and responsibilities. Due to the size and existing funding levels of grantees, many programs have established organizational structures which require the Head Start director, program coordinators and teaching staff to carry dual or triple component and management functions. Most small to medium size Indian programs (15 to 80 children) staff share multiple component roles and management responsibilities. Multiple component and management responsibilities restrict effective staff performance in meeting their job responsibilities and duties. The management of the program and each Head Start component and the disability effort require staff who have the necessary training and expertise and sufficient time to carry out their assigned responsibilities. For example, most Indian grantees face many challenges in accessing and providing services to children who are disabled. These challenges affect the level of Head Start services being provided and the degree to which related supportive services can be tapped and consistently provided. Depending upon the location of the grantees, Indian Health Service's (IHS) services may not be available, state and private services are located great distances from the tribal service areas making them financially inaccessible, and local school districts may not cooperate as required by law.

Greater demands are being placed upon Indian Head Start grantees as a result of the growing public interest in this popular program. National initiatives are being implemented to encourages expanded services to a greater number of eligible children, and delivering services to the total family of an eligible child. Indian Head Start programs do not have the private and public resources to tap for expanding services provided through Head Start funding. Grantees' approved federally funded enrollment based upon a cost per child arrangement hampers grantees in meeting the minimum Head Start Program Performance Standards, quality improvement efforts or expanding services to the total Head Start family. The federal funding level of most grantees does not allow for establishing appropriate staffing patterns at the component management level nor at the direct service level.

Until the reauthorization of the Human Services Reauthorization Act of 1986 Congress mandated a set-aside for Indian Head Start grantees that at a minimum equalled the Consumer Price Index. This set-aside allowed grantees flexibility in meeting the increasing costs for operating Head Start programs and to maintain an adequate level of services for children and their families.

Legislative Recommendations

- Section 640. [42 U.S.C. 9835] (a)(2)(A) be amended to re-instate Congress' mandate to set-aside for Indian Head Start grantees at a minimum equal to the Consumer Price Index. A specific level of funds be targeted for Indian children with disabilities and quality improvement efforts.

- Section 640. [42 U.S.C. 9835] be amended so that a sufficient allotment of program maintenance funds be set-aside and be preserved over time to adequately fund small to medium size grantees with specific guidance to adequately staff a Head Start program within the Head Start Program Performance Standards and other rules and regulations.

Administrative Recommendations

- The formula for allocating Federal funding levels for Head Start grantees should take into consideration the actual cost of providing services to children and families, rather than an National averagc cost per child. Formula criteria should take into consideration the cost of providing component services, geographical location of grantees in isolated and remote sections of the nation and the availability of private and public resources which may be tapped to augment Head Start funds.

- Consideration should be given by the Secretary of Health and Human Services to equalize the funding levels of Indian Head Start programs so that sufficient staff can be employed to provide services to children and families. Other criteria in addition to the "average cost per child" should be devised to assist in this activity.

- The Secretary of Health and Human Services direct the Head Start Bureau to conduct a cost benefit study to determine the minimum base cost for operating a program within the goals, objectives and Program Performance Standards of Head Start. The purpose of the study would be to determine the optimum economies of scale for operating a Head Start program. The information gleaned from the study could be used to arrive at a national standard for establishing a base level for allocating Head Start funds, targeting the minimum number of children and family members to be served within this framework, and identifying alternative organizational structures necessary to be designated as a Head Start grantee. The study should also take into consideration the cost and timeframes for implementing new programs.

Issue 7: The level of quality improvement funds (appropriations) are insufficient to address the uncommon service delivery needs of most Indian grantees.

The program quality improvement funds allocated to Indian grantees on a National basis are insufficient to meet the quality improvement needs experienced by Indian Head Start programs. Some programs are hindered by their small size, others are impeded by lacking reservation economies and most are impeded by their overall funding levels. For many Head Start programs establishing quality improvement priorities is challenging and overwhelming. Implementing quality improvement efforts with the level of quality improvement funds allocated to each grantee barely maintains existing service levels. As a result, grantees have difficulty in addressing all the program compliance issues identified through the federal on-site review process. The timely processing of grant applications also hinders grantees' efforts in program improvement efforts and general maintenance of program services.

Legislative Recommendations

- Section 640. [42 U.S.C. 9835] be amended so that a sufficient allotment of program quality improvement funds be set-aside and be preserved over time to adequately fund small to medium size grantees with specific guidance to adequately staff a Head Start program within the Head Start Program Performance Standards, other rules and regulations and to effectively correct program deficiencies within a timely fashion.

- Section 640. be amended so that funds appropriated for Quality Improvement Efforts become institutionalized and available for Head Start grantees to use overtime for meeting or exceeding the Head Start Program Performance Standards and major non-compliance and administrative deficiencies.

Administrative Recommendations

- The American Indian Programs Branch be allocated sufficient staff positions and hire qualified and culturally responsive program specialists so that they can provide grantees technical assistance and process grant applications in a timely fashion. Positions should be re-classified at GS 12 and 13 levels to entice qualified individuals from the field to seek these positions. A pro-active attempt should be undertaken by the Administration for Children, Youth and Families to recruit and employ individuals of Native American decent. AIPB should also designate a secretary who can adequately support the work of the staff within the Branch.

- The American Indian Programs Branch receive an adequate allocation of travel and per diem funds so that the Chief and Program Specialists can adequately address their responsibility for on-site reviews, and participate in AIPB sponsored training events outside of the Washington, D.C., area.

Issue 8: Head Start has two conflicting rules. 45 CFR 1301.20 exempts 46 tribal grantees who were grandfathered in at a 1973-1974 level, however the new Head Start Act does not mention this and mandates a 20% match.

The structure, organization and remote location of tribal communities limit the tapping of "third party" in-kind contributions to support the cost sharing requirements placed upon grantees. Typically, facilities located in tribal communities are either tribally or federally owned and individuals willing to volunteer their services to Head Start are tribal or federal employees. These realities makes it extremely difficult for grantees to secure adequate non-federal match. A number of Indian grantees on a routine basis received audit exceptions relating to the allocation and documentation of in-kind services by third parties. It is unclear if the Indian grantees who were grandfathered remain exempt from the new language found in the Head Start Act and if 45 CFR 1301.20 is still relevant.

Legislative Recommendations

- Section 640. [42 U.S.C. 9835](b) be amended to appropriate address the unique needs of Indian Head Start grantees in meeting the non-Federal match requirements.

Administrative Recommendations

- The Administration on Children, Youth and Families seeks clarification on the conflicting regulations and the Head Start Act of 1992 and issue guidance to Indian grantees on the non-federal match requirements.
- The Administration on Children, Youth and Families, Division of Discretionary Grants Management revise and/or develop and issue guidance to all Head Start grantees on the costing, accounting and documenting third party in-kind contributions.
- The Administration on Children Youth and Families update and revise the Head Start Audit Guide published by the Department of Health, Education and Welfare and revised January, 1977. This guide would assist Head Start directors in working with Auditors.

Issue 9: The Head Start program is a challenging program to administer within the administrative cost limitations established by Law.

The 15% development and administrative cost limitation is a regressive requirement which places a greater burden on smaller grantees with low federal funding levels. This limitation also places a burden upon most tribal grantees by adjusting the 15% limitation to their federally approved in-direct cost rates.

In making administrative costs adjustments, grantees may be placing themselves outside the in-direct cost regulations. The 15% limitation may require grantees to treat the Head Start program differently than other federal programs in applying approved in-direct cost rates. The 15% limitation may serve to limit a grantees' ability to employ qualified administrative staff, provide for appropriate accountability of federal funds and to adequately provide appropriate administrative supervision of the Head Start program.

The 15% administrative cost limitation restricts the recovery of indirect costs for managing a Head Start program. Most tribes negotiate an indirect cost rate with the Department of Interior: Inspector General. With DHHS defining certain program staff as a part of the administrative cost limitation, therefore, part of the tribal indirect pool of expenses, tribes cannot recover their total approved indirect cost.

Many tribal grantees are located in isolated and remote areas of the Nation. As a result, the cost of operating any program is, typically, greater than in other areas of the country making the dollar for dollar impact of the 15% administrative limitation a greater burden when compared with programs elsewhere.

Legislative Recommendations

- Consideration be given to increasing the 15% administrative cost limitation (3% to 5%) so that Head Start directors can receive adequate and competitive salaries and other administrative supports, and the grantee agencies can balance off the increases experienced in their in-direct cost allocation pools.

Administrative Recommendations

- That Administration on Children, Youth and Families conduct a 3 year cost analysis study of 20% of the Head Start grantees to determine where development and administrative costs have increased. Based upon this 3 year analysis, adjust the percent breakouts within the Head Start Line-Item budget to be representative of the increased cost to administer a program.

- PC-Cost be updated and revised for ease of use by a computer novice and include a report function which would provide directors and fiscal officers cost information for making decisions on program costs, and yearly budget allocations.

Issue 10: The allocation of Head Start supplemental training and technical assistance funds to Indian grantees are insufficient for most grantees to address the training needs of staff, parents and volunteers, particularly the mandated qualifications for teaching staff.

Indian grantees have difficulty accessing and securing resources to address the various T/TA needs in all component areas, disability services and program management. Securing qualified consultants is expensive as a result of extensive travel requirements, local in-kind resources are scarce and qualified consultants are not available locally. Without the additional support by AIPB, grantees would not be financially able to attend regional and sub-regional training events, let alone finance and maintain qualified teaching staff as required by the Act. Implementing and maintaining the CDA or equivalency requirements in 1994 will place a hardship on most Indian grantees and may limit the frequency of training opportunities for other staff, parents and volunteers. Additionally, the base grant, one-time supplemental grants and quality improvement funds are typically allocated to meet the baseline service needs of families which restricts the amount of these funds that can be allocated to training costs for staff, parents and volunteers. In actuality, the "supplemental training funds" are the only funds which support training and technical assistance activities of local grantees. The Head Start Bureau's method for allocating training funds to grantees on a proportionate bases, and not on demonstrated need or unusual circumstances, affect the smaller and medium size grantees at a greater degree than larger grantees.

Legislative Recommendations

- Section 640. [42 U.S.C. 9835] (e) be amended to include specific reference to Head Start programs operated by tribal governments and that factors be include which address the unique and uncommon needs of Indian communities. Particular reference is requested for the method in which training funds are allocated to Indian grantees and other quality improvement efforts.

- Section 640. [42 U.S.C. 9835](2)(C) and Section 648. U.S.C. 9843] (a) and (b)(1) be amended to address the unique and exceptional training needs of Indian Head Start grantees and that special consideration be given to appropriating additional funds to meet these needs above the proportionate level of funding as determined by the Secretary.

- Section 640. [42 U.S.C. 9843] (a)(2) be amended to include one National training and technical assistance provider for the provision of all training and technical assistance services to Indian grantees as provided by technical assistance support centers and resource access projects. Sufficient funds be set-aside for the National Indian training and technical assistance provider to sufficiently address the needs of all Indian grantees in the Nation and to collaborate and coordinate services with other T/TA projects and contracts awarded by the Administration. Ample funds be set-aside for the National Indian training and technical assistance provider to sufficiently address the needs of all Indian grantees in the Nation.

Administrative Recommendations

- The formula for allocating the proportionate level of supplemental training funds to Head Start grantees be devised so that multiple factors other than a given base level and number of children served be considered. Factors which should be considered are: location of grantees in remote and isolated areas; the level of non-compliance with Head Start rules and regulations; difficulties in meeting the mandatory teaching staff qualifications, attrition rate of management staff and teaching staff, and the availability and accessibility of institutions of higher education, etc.

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Issue 11: The expansion of Head Start services is essential for meeting the needs of preschool Indian children residing within the jurisdiction of tribal governments throughout the Nation.

Many of the existing Indian grantees are stifled by expanding Head Start services due to the availability of adequate facilities, limitations placed on grantees when serving their membership living near but outside their service area, and federal and tribal conflicts in verifying the estimated number of eligible child population. There are approximately 500 federally recognized tribes in the Nation. Currently approximately 140 of these tribes are providing Head Start services. Many potential Indian grantees have sufficient population to justify one classroom but cannot address the Administration on Children, Youth and Families' mandate of a minimum of two classrooms. Additionally, potential grantees are discouraged from making application for Head Start services because an existing non-Indian grantee is providing services within or close to tribal jurisdictional lands. As a result of the Head Start Bureau's expansion strategies, many Indian preschool aged children lack the opportunity to participate in Head Start services which are or could be provided by existing and/or new tribal grantees who could address these childrens' distinct cultural needs.

Legislative Recommendations

- The Head Start Act of 1992 be amended to include language which provides funds specifically for expansion of services into tribal communities not currently receiving Head Start services provided by tribal governments. Special emphasis should be placed upon designating coalitions of tribal governments as grantees when population data indicates the effective and efficient operation of a Head Start program is unlikely due to the estimated number of eligible preschool children.

- The Head Start Act be amended to include language which requires the Secretary of Health and Human Services to permit existing and new expansion Indian grantees to provide Head Start services in situations where over lapping Head Start service areas exist between Indian and non-Indian grantees, on or near tribal governments' identified service areas.

Administrative Recommendations

- The Secretary of Health and Human Services direct the Head Start Bureau to develop and implement detailed plans, procedures and guidance for existing and new expansion grantees which contain multiple alternatives for program planning, preparation for implementation, staffing, training and orientation, etc. The plan and procedures should be outlined in incremental phases of development and projected over a 2 year time period.

- The Administration on Children, Youth and Families develop and implement a strategic plan for encouraging potential Indian grantees to make application for Head Start services. This plan should include the provision of T/TA for guiding the planning and development of program implementation plans, grant applications, and tribal council and staff orientation.

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If you are seeking clarification on any of the Key Issues and/or Recommendation please telephone the President, NIHSDA's officers or your Regional Representative.

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STATEMENT OF [redacted] WINNEBAGO HEAD START DIRECTOR SUBMITTED TO THE SENATE COMMITTEES ON LABOR AND HUMAN RESOURCES AND ON INDIAN AFFAIRS REGARDING INDIAN HEAD START
March 25, 1994

Good morning Mr Chairmen. I am Ho-Chunk-He-nook-ink-ga da, Winnebago Woman. I also answer to Marian Holstein. I will celebrate seven years as the Head Start Director next month on my birthday. I am honored to speak to you today about some of the special needs of our Indian Head Start children and families. And I hope to impress upon you the necessity for some corrective measures needed to be taken on S.1852, the National Head Start Act reauthorization. These measures are vital if we are to continue serving the neediest, and if we are to continue with quality programs on our reservations.

I would like to thank the two Chairs of the Committees, Senator Inouye and Senator Kennedy, as well as Senators Kassenbaum and Senator McCain, for their being part of allowing us to share our vision of Indian Head Start with them, and indeed the vision for all children across our great country.

Our Winnebago people started leaving the Green Bay, Wisconsin area commencing with the Treaty of 1832, and on their fifth move by the U.S. government finally settled in Nebraska in 1866. We are located in the northeast corner of Nebraska along the Missouri River, and we share a common reservation border with the Omaha Tribe. Our reservation has a population of approximately 1,200 and is 96% Indian. However, if it were not for the lack of housing, we would undoubtedly have more Tribal members returning home to the reservation, as the current waiting list for housing totals 150 families. The median age is twenty. Our prior unemployment figure was 49%, and this year is at 9%, due to the recent economic development begun by the Tribe.

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Our program is funded for 56 children, and we provide the only early childhood services for pre-schoolers on our reservation. The parents appreciate and are proud of our program. We infuse as much of our Winnebago language as possible into the everyday classroom setting. We realize how important our language is to the preservation of our culture.

Our parents tell us that their children know more of our language than they do, and our staff are learning along with our children. We have increased the number of words that we teach, so that when a Head Start graduate leaves the program he has learned 141 Winnebago words. We have been imploring the local public school for the last four years to continue with what we have started, and last year they developed a language committee under the auspices of our Tribe and we hope the teaching of our language in the elementary grades will soon begin. We feel our Head Start was instrumental in bringing this about, not only because of the language we teach, but also because three of our former Policy Council members have gone on to become school board members.

I believe the reauthorization of Head Start with all the quality inclusions is key to regaining the losses of the American family, and the inclusions of Indian specific language for Indian Head Start programs is critical to our Indian families. I speak of our stand in support of waiving the income guidelines on all reservations, or allowing the Tribes as sovereign nations to establish their own income guidelines.

The intentional decimation of the Indian family was successful, but not complete. We, more than any other people have lost generations through intentional governmental policies. And the attempts Indian Head Start programs make to restore the pride and legacy in our children that was once ours has presented me with a challenge like none other that I have experienced. I was a Deputy Sheriff in Monterey County, CA before I moved back home to bring my training home to my people. While waiting for funding of our Indian police force,I thought I might as well give Head Start a try. Well, it's been the toughest and most stressful job I have ever had, but also the most rewarding.

Our Head Start programs are more often than not the first program of a preventative nature our families encounter with such comprehensive services. The restoration of the Indian family are pretty tall orders, but we are here to say it is a task we are willing to undertake, with your support and prayers. When I speak of the decimation of the Indian family consider my own story.

I never knew my grandparents. My father was on his own since he was eleven years old. His mother died young, and he was placed in an Indian boarding school. He ran away twice. The second time riding a freight train to Florida so he wouldn't be caught and returned again. My mother was orphaned early and taken away from her grandparents to be sent to boarding school. While she did not forget her language, the indoctrination of English only was too much for her to overcome in those days, and she did not teach us Winnebago.

I can't truthfully say I have always been proud to be Indian. Not when as a young child I was called nigger and when attending college I was called squaw and the usual sounds anglos make when they think they are imitating Indians were made as I went by. But I believe the two years I lived in France as a young woman made the difference. Most Europeans are accepting of another's culture, and at last I was encouraged to be who I was without governmental interference.

This is the pride we strive to instill in our Head Start students, and we may be doing the job on our own, because our young parents are still struggling with their own cultural identities-and they don't have the opportunity to spend time in Paris.

We need to be able to serve each child and their family on our reservations, because each family living there is impacted by the poverty and the alcoholism. There is no escaping, only learning to cope. And while the Indian Self Determination Act is all well and good, it may mean we have Tribal members in jobs that will make their children ineligible for Head Start income wise, but these parents may be earning these wages with only a GED.

By waiving the income guidelines on reservations you would not be penalizing those families who are taking advantage of the opportunity for employment offered by Tribes who are now experiencing some economic development in the form of gaming facilities, and are finally catching up with mainstream America. And these gaming concerns have unsure futures, for they could be gone tomorrow if the Donald Trumps of the world who call for legislation only to improve their own personal finances are allowed to succeed. And those with concerns about the addictive tendencies associated with gaming might better serve society by looking at alcoholism and all related health costs the selling of alcohol inflicts upon America.

It is also important to understand some of these wage earners may be totally new to the job market, never having held a job before. And if they are now experiencing abusive behaviors, what do you think having more money will result in? Our children need us now more than ever. So do the parents. We can provide financial planning or tips on how to buy a car. Head Start allows us to do that if that's what our parents need. And yet without some corrective measure regarding income guidelines on reservations in S. 1852, Head Start may be gone when we are needed the most.

As mentioned earlier my reservation does not even have adequate housing, let alone suitable facilities that would allow us to expand. And I have heard Head Start fathers say we could stick build a center cheaper and better than buying a modular. And I for one do not want to be another to contribute to government waste. Allow us to build safe long lasting facilities.

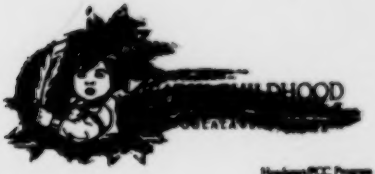
The last area I would like to discuss with you today is how funds are allocated between Migrant and Indian Head Start. While I appreciate the complexities of administering migrant programs, the disproportionate funding between the two needs to be rectified. It is my duty to bring this up on behalf of our Indian children and to call for what once was an equal set aside to be returned to at the very least.

I am also a board member of the National Indian Education Association, the largest association of Indian Educators in the country. And I am chair of the first Early Childhood Education Committee. At this time I have written testimony from NIEA that I would like to submit to these joint committees, that are supportive of the National Indian Head Start Director's Association's Advocacy Agenda. I am also a board member of this association.

I would be remiss in my duties if I did not point out note the many words of wisdom and encouragement I received from Winnebago elder, Reuben Snake who is on his journey to the spirit world.

I would like to thank the two Committees for hosting this joint hearing, and to especially thank Senator Inouye for his continued concern for the education and welfare of all of our Indian children. He certainly is a man of his word. I recall his address at the White House Conference on Indian Education when he said that he would consider those resolutions and the final report, of which many of the early childhood issues brought up then are reflective of our reasons for being here today, as his marching orders. And he continues the battle on our behalf.

In conclusion I would like to thank all of our Indian elders who have gone before, those who held on to our traditional ways at great personal sacrifice, so that we today have some thing to build on and to hold on to. And thanks to our children, for they are the reason I and many like us here today are compelled to continue the struggle to be the great nations we once were.



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TESTIMONY OF LINDY TRUEBLOOD
HEAD START DIRECTOR
OGLALA SIOUX TRIBE

U.S. COMMITTEE ON LABOR AND HUMAN RESOURCES AND
U.S. SENATE COMMITTEE ON INDIAN AFFAIRS
JOINT HEARING ON
RE-AUTHORIZATION OF THE HEAD START ACT
MARCH 25, 1994

Hihani Waste-Good Morning, I am Lindy Trueblood, Director of the Oglala Sioux Tribe's Head Start Program on the Pine Ridge Indian Reservation. I am very proud and thankful to have been selected as one of our many Head Start family members to present testimony in this joint hearing. As a Head Start Director, I am most grateful to be able to address the needs of Indian Head Start and present testimony on S.1852, Head Start Act re-authorization legislature, in the company of such compassionate friends of Indian Country. My Tribe sends it's sincere thanks to Senator Inouye, Senator Kennedy, and it's appreciation to Senator Kassebaum and Senator McCain for their advocacy in the area of not only Indian children's needs but also children throughout the nation.

The Oglala Sioux Tribe is the second largest Indian reservation in the United States and extends over 7,000 square miles. It is located in the Southwest corner of South Dakota and currently records a population of 19,246. The Oglala Sioux Tribe administers a Head Start Program that serves low income children throughout 54 communities within our reservation. Our first program was funded in 1968 and now has an annual budget of $2,323,736.00. We currently serve 594 children, however, there remains many more unserved children throughout our reservation. The 1990 Census indicated that 1059 American Indian children ages birth to five live on the Pine Ridge Reservation and over 75% of Indian families with children five years old and younger live under the poverty level. Our 1993 Community Needs Assessment indicates that 794 Indian children are low income, and 79 additional over-income children would be eligible for Head Start services for a total eligible population of 873. Mr. Chairman, many preschool aged, at risk Indian children do not get the opportunity to participate in such comprehensive Early Childhood Development Programs due to current rigid eligibility guidelines for Indian Head Start programs. Please, allow our Tribes and well informed organizations such as the National Indian Head Start Directors Association to assist in drafting modified eligibility criteria that reflects the uniqueness of Indian Tribes and Reservations and is in the best interest of our children and families.

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Shannon County, within the boundaries of the Pine Ridge reservation continues to be recorded as the poorest county in the United States, however, it is not a statistic we are proud of. Unfortunately it does contribute to the fact that many of the meals we serve our Head Start children on Fridays is the last nutritious meal they have until returning to Head Start on Monday morning. We must have increased funding to intervene and nurture our most valuable resource-our children during their most formative years of development.

In Indian Country we view our Head Start classrooms as a safe and happy place for a Head Start child to spend time away from home. For some, Head Start classrooms become a refuge or temporary "safe house". It is for this reason we request that existing legislation disallowing construction of Head Start facilities be amended to permit Indian Head Start grantees to construct facilities for the Head Start programs rather than purchase modular units. While modular facilities look nice and transport easily, they do not withstand the great distances, sometimes thousands of miles from the manufacturer, to get them to remote communities such as Eagle Nest district located on the Pine Ridge reservation and 100 miles North of the Tribe's central business area in Pine Ridge Village. OUR CHILDREN NEED TO FEEL AND BELIEVE THAT THEIR CLASSROOMS ARE SAFE, SOUND AND FOREVER HERE TO MEET THEIR NEEDS.

I would like to also address an issue that I was once a victim of and subjected my own children to out of fear and shame. It is called Domestic Violence, something recently referred to as yet another enemy by Secretary Shalala. I believe that through our children we may be able to impact and help alleviate the ugliness of Spouse Abuse (both emotional and physical) because they truly bare the telltale evidence of victims of Domestic Violence. Their eyes are dark and heavy from no sleep as a result of listening to the never ending cursing, screaming, slapping and hitting sounds. Bruises point to physical abuse, yes, unfortunately they will catch one of the blows meant for Mom or Dad. Ironically they try desperately to hide these bruises out of fear of something very frightening that they know little about, nor should they ever be blamed for.

Many of our Head Start children's parents are trapped in a very painful cycle of spouse abuse (verbal, physical and emotional). Many are too ashamed to turn to family, friends or Human and Social Service programs. I was very ashamed to share the pain I endured until a dear friend pointed out how I was hurting my children as much as I was being hurt by staying in an abusive relationship. I then asked for and received the strength, knowledge and support that I needed to break this terrible cycle. Unfortunately, there are hundreds of mothers and fathers still out there, not realizing they are hurting each other with an audience of 0-5 year old children, the innocent victims. We must try to help our children and their families break this painful experience of Domestic Violence and replace it with the Head Start Experience.

With more funding for Social and Human Services in Head Start, I truly believe we can impact this problem by sending skilled home visitors into the troubled areas and refer them for professional assistance. Our Indian Health Service provides some assistance, however, they too have limited funding and unfortunately Human Services is usually not a prioritized health care service because it is not always assessed by observation of physical conditions until it has gone too far or simply is too late. As greater demands are being placed on Indian Head Start grantees, we continue to face many challenges in accessing and providing services to eligible Head Start children. Indian Head Start programs must be able to increase funding levels in order to realize quality improvement [redacted].

The formula for allocating Federal funding levels for Head Start grantees should take into consideration the actual cost of providing services to children and families. Only then can we truly impact and brighten the future of our children.

In conclusion I wish to dedicate my efforts as a Head Start Director and parent in working toward providing Indian Children and families with information and assistance provided by Head Start that they need to apply in living a healthy, happy and rewarding life. I also wish to thank both Committees and especially Senator Inouye for your efforts and concern for all our children of Indian Country.

I would be more than happy to provide you with more information and answer any questions you might have.

"Pila Miya" - Thank You

"MitaKuye Oyasin"
All My Relatives

TESTIMONY OF WINONA SAMPLE
Red Lake Band of Chippewa Indians

BEFORE THE SELECT COMMITTEE ON INDIAN AFFAIRS

"INDIAN HEADSTART PROGRAMS"

Sirs:

Thank you for this opportunity to voice both my concerns and strong support for the Indian Headstart programs.

I have had the privilege of having visited, for work-related reasons, almost every reservation which has an Indian Healdstart Program. For many years, I was the Education Specialist for the National Indian and Migrant Program Division out of Washington DC. In that capacity, I visited most programs and for several more years I have been a member of Reviewing Teams doing on-site program reviews. I was also Chief of California Indian Health Services with twenty-eight urban and rural Indian clinics under my jurisdiction. I have had wide experience with Indian Reservations, urban and rural programs.

My first concern is for the lack of Headstart Programs for urban Indian children as well as "bordertowns" which are adjacent to reservations or rancherias. These children do not have early education in which they can participate. Indian families are displaced persons, much like immigrants when they leave the boundaries of their reservations. They become disenfranchised from their usual federal rights. Families do not easily nor quickly become an active participant in local programs which are non-Indian and unfamiliar. Urban Indian groups must have the opportunity to provide Headstart in cities which have a high concentration of Indians. There should be Set Aside monies for

Regional Programs to serve off-reservation children in rural areas.

The American Indian Program Branch currently funds about 500 Indian Headstart children in California although the state has the second largest Indian population in the United States. The State of California Office of Child Development does a worse job of funding Indian Child Care. There are a fewer number than 500 Indian children. There must be a set aside for states in order to assure the Indian children have access to their own programs.

Secondly, Secretary Shalala demanding (and rightly so) high quality Headstart program performance. This can't happen in Indian programs until the training system is changed. There is only one national training contract for all Indian Headstart. This system trains directors, fiscal officers and tribal chairmen in funding terms and conditions, program compliance and administrative planning. However, it does not get down to the front line. The staffs at the local level who are directly working with families and children. Money must be distributed in a different manner so these people can have on site training in clusters close to home. Indian people in general learn best by observation and on-the-job training through demonstration model centers and/or with mentor teachers going on site at regular intervals. This could be easily planned through funding such groups as Indian Community Colleges or funding such groups who are already organized and have annual conferences (i.e. the Southwest Indian Directors Association or the Northwest Indian Directors Association).

My third concern is the caliber of people who are hired to work in administration, consultants, and program reviewers. Ten or

twelve years ago, I testified at an Indian congressional hearing in California held by California congressmen and chaired by Representative Don Edwards. I said this then and I ask again that people hired to work with Indian Headstart programs have criteria for being hired. The federal government allows employees to move from department to department to department without specific specialties to work in the new area. There is only one person, for instance, in the present American Indian Programs Branch administration that had early education background or social service background. None of them are American Indian. I do not demand that all Indian people be hired to work with Indian programs. However, I do demand that people hired have some experience working with Indians. At least, they must be sensitive to culture and tribal needs with intensive training to be given to all non-Indian employees prior to going into the field.

Finally, the teams that go into the field to review programs should also have working knowledge of Headstart, experience in the component area that they are reviewing and some prior experience with Indians and Indian culture. I have personally been on many teams in which there have been people who have never had Headstart experience, component experience such as early education, parent involvement, social services, etc.,--and have never known Indians or been near a reservation!

Thank you. I ask again for the best trained and most sensitive people to work with Indian Headstart.

TESTIMONY
National Head Start Association
March 25, 1994
Joint Hearing of
the Senate Committee on Indian Affairs and
the Senate Committee on Labor and Human Resources
on
Indian Issues regarding Head Start Reauthorization

I would like to thank you, Senator Inouye, Senator Kennedy, and members of your committees, for conducting this very timely hearing. As in the past, the Head Start community is grateful for your continued support and dedicated interest in the Head Start program. As with many Head Start events this past year, this is a historic event and one in which both committees should have a great deal of pride.

My name is Sarah Greene. I am actually here today in three capacities. First, as former teacher, education coordinator and director of a Head Start program in Manatee County, Florida. Second, as a member of Donna Shalala's Advisory Committee on Head Start Quality and Expansion and third, as the current chief executive officer of the National Head Start Association. My comments will come from my experiences as a Head Start advocate who began my Head Start career in 1970. Since that time I have spent considerable time conversing and working with Head Start parents, staff, and leaders across the nation. I think that the true leaders of Head Start are those who are daily working with families and children as they face the struggles of poverty and other prevalent social pressures. I am pleased that you have acknowledged the importance of these individuals at today's hearing.

I am also pleased that you acknowledged the importance of the National Head Start Association by asking for our representation at this hearing. The National Head Start Association is the membership organization representing 721,000 children and more than 2,000 Head Start programs in America. It is the only national organization dedicated exclusively to the concerns of the Head Start community. NHSA is a private, not-for-profit corporation governed by a 49 member board of directors composed of a parent, staff, director, and friend representative from each of the 12 regions. Ten out of the 12 regions are geographical regions. The other two regions span several states-- Region 11 representing Native American children and their families and Region 12 representing migrant children and their families. Consequently, there are four members of the Native American Head Start Association on the National Head Start Association Board.

In September 1993, the NHSA Board of Directors endorsed the Advocacy Agenda of the National Indian Head Start Directors Association.

In my testimony today, I would like to emphasize that part of the magic of Head Start is that you can visit programs from coast to coast and find many of the same activities, the same standards, and the same expectations for children and their families. This, of course, is due

to the fact that each Head Start program must adhere to strict program performance standards. This is magic because while there is this commonality, there is also a uniqueness that comes from the ability for programs to design their approach based on the characteristics and needs of the local community. We as a Head Start community take pride in this national alliance, but we do realize that some aspects of all of our programs-- this certainly includes Indian and migrant programs--may require some special attention.

One area of concern that requires special attention is that of facilities. Tribal Head Start grantees have experienced difficulty over the years-- as have all Head Start programs-- in acquiring adequate and safe facilities. The National Head Start Association is concerned that the current Head Start reauthorization legislation does not grant Head Start programs the legal authority to construct facilities. This is critical for quality expansion of Head Start programs. In many areas of the United States, and very predominantly in Tribes, there are no facilities to purchase, rent, or renovate.

The National Head Start Association recently conducted a survey to obtain a better understanding on the status of facilities and the impact of expansion. As many as 525 agencies responded to this survey, including 45 grantees in Region 11. This represents approximately 40 percent of the Indian programs. The results revealed that 41 programs were having difficulty acquiring facilities:

- 40 identified lack of facilities to rent
- 39 identified lack of money to purchase facilities
- 36 identified lack of facilities regardless of funds
- 34 commented that they expect the problem to continue.

We don't want to see Head Start centers across the United States characterized by portable units. Because Head Start programs are growing and not able to construct facilities-- and in many areas there are limited or no facilities to purchase-- portable units are being purchased. A portable unit is a temporary solution. In many instances, construction would be less expensive than the purchase of a portable unit.

This situation must be addressed for both Indian programs and all Head Start programs during the 1994 reauthorization.

The proposed legislation clarifies that training and technical assistance (T/TA) funds shall be focused on program and management deficiencies, training and career development needs of staff, and strategic planning and needs assessments to guide program expansion. While the National Head Start Association supports this emphasis on T/TA, we are concerned the current T/TA system is fragmented and not necessarily attuned to the needs of Head Start programs. Before the current system is built upon or a new system is initiated, there should be a review to identify strengths and weaknesses of the existing system.

The National Head Start Association is recommending that 3 percent of the existing funds be set aside for T/TA. Currently there is a 2 percent set-aside. The National Head Start Association would like to recommend that with these additional funds:

- Long-distance learning capabilities be included in the T/TA funding. Currently there is a demonstration project in place that develops, produces, and delivers training live by satellite to Head Start teaching teams in remote and isolated areas of the United States and its territories. Eighteen percent of the participants are Native American. According to an evaluation conducted by an independent contractor, over 92 percent were pleased with the results of these efforts. I must add that there is no way in this testimony to capture the enthusiasm of the participants I have spoken with who have been involved in this effort.

- College credit be associated with some aspects of Head Start training. From the information NHSA obtained from the most recent Head Start Program Information Report (PIR) educational staff in Indian programs are almost exclusively relying on a Child Development Associate (CDA). The CDA, a competency-based credential, is certainly an important piece of the Head Start career development program, but in many instances, programs could use additional training funds to work with colleges and universities to attach college credit to the training they are currently receiving. The earning of this credit would provide a "head start" to Head Start staff to continue to work toward higher degrees. Currently, 34 percent of Head Start staff are former Head Start parents.

- State office in each state be established as a satellite of a regional training system. Indian programs are in 24 states. This makes the current training system not easily accessible by all tribes. In this type of system, there must be assurances that provisions would be made to provide appropriate training to tribes.

The National Head Start Association has gone on record as being opposed to the existing eligibility guidelines for Head Start entry. The working poor on the borderline of poverty have demonstrated the need for Head Start services. Families may qualify for WIC, Medicaid, free lunch, and subsidized housing, but make too much money to have their children enrolled in a Head Start program. The Head Start eligibility guidelines are the lowest for any of these federal programs and other federal service programs offered by tribes. This problem becomes intensified on reservations when Head Start is most often the only preschool early childhood program operating within the tribal community.

The National Head Start Association recommends that children and families participating in other federal programs are automatically eligible for Head Start.

Also in the area of Head Start eligibility, the National Head Start Association recommends that the Bureau of Indian Affair's definition of "tribe" be consistent in the Head Start law. Since Head Start began in 1965, many Native American families have moved off the reservations, but live nearby. These children are not permitted to attend Head Start on the reservation. This again is a another example of inconsistency in federal regulations.

Before ending my testimony, I would like to comment on Head Start quality. There have been major attacks on the Head Start Program during the last year. Many inaccurate statistics have been used to berate the effectiveness of Head Start. Head Start is a program that has been successful in improving the lives of many low-income children and their families. It's a human service program-- a grass roots program.

Research confirms that program quality is one of the strongest factors in a successful intervention. In a recent study of 32 Head Start classrooms presented at the Head Start Research Conference, quality stood out as the strongest predictor of positive outcomes for children. In another study at the same conference, quality Head Start programs were cited for their ability to impact violence and gang activities.

During the 1990 reauthorization of Head Start, the National Head Start Association lobbied to ensure that "quality" was addressed. It was apparent to many of the Head Start leaders that Head Start could not continue its growth unless Congress was willing to address quality. Fortunately during the 1990 reauthorization, Congress did a set-aside for quality initiatives. We would like to commend the members here today who displayed the leadership to address quality issues during the 1990 reauthorization. Although these funds were greatly needed, they were certainly not sufficient to remedy years of inattention to quality.

The National Head Start Association would like to applaud the administration for furthering their commitment to this quality set-aside in the 1994 reauthorization. The bill emphasizes the need for programs to use the quality funds and not be restricted to the 25 percent.

I would again like to emphasize the importance of working with federal staff to see that these quality initiatives are implemented. There are Native American programs that have never seen a federal monitoring team. It is imperative that as Head Start grows, federal staff grow to accommodate the program. In some regions, there are fewer federal Head Start staff than before the large expansion efforts. This necessitates more time for paper work with less time spend on technical assistance to grantees. When investing in quality, we must be aware that part of the quality team is at the federal level. As the rest of the government downsizes, our goal is for the federal Head Start staff to be "rightsized." We also support language in the Head Start Act which directs the Secretary to provide "Indian Preference" to positions within the Head Start Bureau office responsible for meeting the needs of Indian children.

Head Start does work. It provides children and their parents with a foundation that is needed by families as they begin to cope with the realities of public school and other social pressures. The Head Start Act Amendments of 1994 builds upon the existing strengths of the program while strongly embracing partnerships. The partnership that is initially needed to launch these findings is that of a bipartisan Congress and administration moving forward with the total involvement of the Head Start community to make these recommendations reality both through reauthorization and through significant increases in funding. This committee today has certainly demonstrated an outstanding willingness to join together to discover more about the needs and concerns of a special member of the Head Start family. The National Head Start Association commends your efforts and commitment to all children and their families.

National Head Start Association
Research and Evaluation Division
Internal Briefing Paper - 3/24/94
"Characteristics of Native American Programs"

In order to more effectively advocate for issues of importance to Native American Programs, Government Affairs requested information regarding similarities and differences between Regional and Indian Programs Branch (AIPB) programs. The table below summarizes information that R & E currently has on file. There are a number of significant ($p < .05$) differences when comparing the two (see **Table 1** below).

Discussion:

A number of differences emerge from the data currently available and these will each be discussed. But first, it is important to emphasize the similarities since these are the issues that will help to bind all programs together during our reauthorization efforts.

- The average number of classrooms per center is approximately the same (2.55 Nationally and 2.66 AIPB Programs). This can create a problem in operating efficiency. Studies of children's programs have consistently shown that operating efficiency goes down when centers have fewer than 3.5 classrooms. As we argue for our facilities issues this should be kept in mind.

- With the exception of Locally Designed Options, there appears to be no significant differences in allocation of slots to the different operating models (i.e., Part-Day, Full-Day, Home-Base, and Variation in Attendance). Although AIPB programs are numerically less likely to offer Full-Day programs, the differences are not statistically significant (Regular 22.13% AIPB 14.49%, $p > .10$). Given the increasing need cited by the Quality Committee for these services, both types of programs may need help in addressing this issue.

- As of 1993 Program Information Report data, the percentage of enrolled Infants and Toddlers is very similar (3.21% Nationally vs. 2.63% AIPB). If this continues to be an issue for NHSA concerns then it will effect both groups.

- From the NHSA's preliminary data on facilities, Regional and AIPB Programs both report extremely high rates of difficulty obtaining adequate facilities to deal with expansion now and in the future. It will be equally important to all programs that our legislative agenda include options for programs to address these issues.

- Also from the facilities data, it is apparent that both types of programs may have very high needs to construct facilities in some parts of their service areas. Nationally 57.48% indicated that even if they had the money there were no suitable facilities to buy. On the AIPB side this number was 72.31%, reflecting the more rural nature of the programs.

However, regardless of the similarities, there continues to be differences between regional programs and those funded by the Indian Programs Branch. The question to be answered by future research is, which of these differences is due primarily to the rural nature of most Native American Programs. We have attempted to offer explanations for some of these differences and have discussed each below.

- Clearly the biggest differences between the two types of programs relate to size. The average Head Start program nationally has an enrollment of 356 children, served out of 6.4 centers and a total of 16.3 classrooms. The Native American Programs are approximately half this size with an average enrollment of 150 children, 3.2 centers and 8.5 classrooms. Program size plays an important role in efficiency (see above). Furthermore, current regulations mandate activities that cost the same to carry out regardless of size. As we advocate for quality money, it will be important to establish some of the "fixed costs" of operating a Head Start Program, regardless of size.

- Although the percentage of classroom and home-base staff having a CDA is similar between the two groups, there is a highly significant difference when other degrees are counted. Nationally, 53% of all classroom and home base staff (this includes teacher aides) have a degree in early childhood and/or a CDA. With the Native American Programs less than 45% have the same. This may be one of those differences related to the rural vs. urban issues, but it clearly indicates that AIPB programs are more reliant upon CDA training than Regional programs.

- Native American Programs are twice as likely as Regional Programs to be using a Locally Designed Option (3.37% vs. 1.42%). This could very well be a matter of differences between definitions of LDO's between AIPB and other Regional Offices, but it is an interesting difference that should be explored further.

- While there were no significant differences in all other ages served, Native American programs are twice as likely as Regional Programs to be serving 5 year old children (12.11% vs. 6.19%). This most likely results from a lack of accessibility to kindergartens on reservations, which forces programs to use Head Start for kindergarten. It may be necessary to advocate changes in funding within the Bureau of Indian Affairs so that more Tribal Governments can operate Kindergarten on their reservation.

- Native American Programs are much more likely to provide multiple year enrollment than Regional programs (30.28% vs. 20.48%). This may very well be related to the issue with 5 year olds above.

- Due to the language of the current legislation only Tribal Governments can be grantees for AIPB funded programs. Because of this Native American Programs make up a significantly less part of the "Agency" budget and the "Agency" overall administrative costs. This is likely to be the case with other programs funded to either Government Agencies or (to a lesser extent) School Districts. Further information will be forthcoming on this issue as the NHSA Administrative Cost Study is Completed.

• While Head Start nationally has expanded by almost 60% since 1987, Native American Programs have grown by less than 29%. This could be a potential source of division that we must address. There could be a good explanation for this difference, but it is important that we keep this in mind in our dealings with the Bureau and the Native American Programs.

• Native American Programs are more than twice as likely as Regional Programs to operate out of Grantee-Owned facilities. This is more than likely due to the nature of the Tribal Governments who, in many cases, own all of the public facilities on a reservation. There is also likely to be similar findings with School District and Government Agency Grantees.

Table 1 – Program Differences/Similarities
Native American Programs (AIPB) and All Programs

Average Head Start Enrollment	1(*)	356	150
% Classroom/Home Base Staff with Degree or CDA	1(*)	53.00%	44.59%
% Classroom/Home Base Staff with CDA Only	1	35.85%	40.02%
Average Number of Centers	1(*)	6.40	3.20
Average Number of Classrooms	1(*)	16.30	8.50
Average Center Size (Classrooms)	1	2.55	2.66
% Children in Part-Day Program	1	34.41%	26.78%
% Children in Full-Day Program	1	22.13%	14.49%
% Children in Home-Base Program	1	6.59%	7.37%
% Children in Variation in Attendance	1	35.04%	47.99%
% Children in Locally Designed Option	1(*)	1.42%	3.37%
% Children Under 1 Year Old	1	0.94%	0.86%
% Children 1 Year Old	1	0.95%	0.63%
% Children 2 Years Old	1	1.33%	1.12%
% Infants/Toddlers Served	1	3.21%	2.63%
% Children 3 Years Old	1	27.06%	30.89%
% Children 4 Years Old	1	63.41%	54.30%
% Children 5 Years Old	1(*)	6.19%	12.11%
% Children 6 Years Old	1	0.13%	0.06%
% Children Served 2 Years or More	1(*)	20.48%	30.28%
% Non-English Speaking Families	1(*)	21.18%	14.07%
Average Share of Agency Budget	2(*)	43.80%	27.40%
Average Share of Agency Admin. Costs	2(*)	43.50%	10.50%
1994 Funding per Child	3	$3,758.43	$4,161.80
Rate of Expansion Since 1987	3(*)	59.88%	28.88%
% Reporting Facilities Problems with Expansion	4	78.94%	81.11%
% Not having Problems that Expect Future Problems	4	50.46%	43.33%
% Possibly Needing Construction	4	57.48%	72.31%
% Grantee Owned Facilities	1(*)	5.95%	14.73%

Source Codes: 1 = 1993 Program Information Report (PIR)
2 = 1993 NHSA Administrative Costs Survey
3 = 1994 Head Start Bureau Fact Sheet
4 = 1994 NHSA Facilities Survey

Notes: * = Differences are statistically significant ($p < .05$)

MILLE LACS BAND OF CHIPPEWA INDIANS
Executive Branch of Tribal Government

Statement by:

MARGE ANDERSON, CHIEF EXECUTIVE

on:

Indian Head Start

Before:

Senate Committee on Indian Affairs and
Senate Committee on Labor and Human Resources

March 25, 1994

Good morning, Mr. Chairmen, and Members of the two Committees. My name is Marge Anderson, and I am Chief Executive of the Mille Lacs Band of Ojibwe Indians, located in northeastern Minnesota. I thank you for holding this hearing. It is a great honor to appear today before this Committee.

I want to begin by giving you a simple fact from our reservation. Before most of our young people who have pursued secondary education degrees became College Graduates, they were Indian Head Start Graduates first. This is how important Indian Head Start is at Mille Lacs.

I am very proud to be a Head Start Grandparent. As a tribal leader and a Grandmother, I have attended countless Head Start Graduation Ceremonies. It is my dream to one day also attend the college graduation ceremonies of each of my grandchildren. If that dream comes true, Indian Head Start will deserve much of the credit and thanks.

I. Income Eligibility

Unfortunately, our ability to serve Indian children at Mille Lacs through Head Start is being weakened. And children are the victims. We need you to strengthen Indian Head Start by allowing us to serve all of our children who would otherwise go without any pre-school education.

The problem I am speaking of deals with income eligibility guidelines, which dictate who we can serve on our reservation. At Mille Lacs, thanks to Indian gaming, our people have been the beneficiaries of a tremendous new boon in economic development. Where

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three years ago our unemployment rate was nearly 50%, today unemployment is nearly zero. However, many of our families are being penalized for becoming employed. They are being forced to choose between a stable job and a quality pre-school education for their children.

There are two good reasons to authorize Indian tribes to serve all Indian children through Indian Head Start Programs. First, it will not cost the federal government one extra dime. We seek to maintain our funding, not increase it.

Second, the United States is legally bound to provide for the education of Indian children. While the United States has a moral responsibility to ensure that all children across these lands have access to a quality pre-school education, only in the case of Indian children is that responsibility a legal one. Unless the law is improved, the United States will have broken yet another promise. We need authorization to serve all of our children, regardless of income.

At Mille Lacs, we are funded to serve 69 children. Fourteen of those children are technically "over-income" by Head Start standards. However, Head Start guidelines only allow us to have 7 over income children. So we clearly have a problem, and will eventually lose our program if the law is not changed. We cannot meet the "magic" number of income eligible children which the federal government requires us to serve. Ordinarily, this might be considered a "victory" against poverty. But instead it is a great tragedy, because these "over-income" people are still poor. Nearly all of our families who are now over the Head Start income guidelines are still eligible for other federal assistance such as WIC, Medicare, and Housing Assistance, and all are still eligible for assistance through the Child Food Care Program. Clearly, these are not wealthy people.

As an example, of the 14 over-income families whose children are ineligible at Mille Lacs, 2 of those families are less than $50 dollars over the annual allowable income guidelines, and one of those children is a "Special Needs" child. Four families are $390 - $2930 over income, two with single parents.

The remaining families are anywhere from $8,000 to $15,000 over income, but five of them only reached that point this year because they just became employed. Keep in mind that the first response from the federal government is to increase the family's required rental contribution for HUD housing. Expenses increase. And to be told that, furthermore, your child is no longer Head Start eligible and you must finance private pre-school only further penalizes these families to the point where they are better off on welfare.

Some may ask us, "Why don't you tribes just use your gaming revenues, rather than depending on federal funds?" The answer to that is simple. At Mille Lacs we are already supplementing Head Start as much as we can. We recently spent $2.3 million of our own revenues on an elementary school, half of which houses Indian Head Start. We spent nearly $1 million on a tribal daycare for children to attend after Head Start recesses each day. But even the daycare is in trouble. Many of our people cannot yet afford fees. While our daycare operating expenses are about $400,000 annually, we only collect about $30,000 in fees from parents. The Band is supplementing the rest right now, but we have done all we

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can. We cannot reverse 150 years of poverty overnight. And as a Tribe, we cannot keep Indian Head Start alive without your assistance.

There is another reason why Congress should allow us to serve all of our children. Mr. Chairman, the issue of income eligibility is a problem faced by most Indian Head Start programs in our State of Minnesota. If the federal government forces our programs to close, the result would be discriminatory and have a disproportionate impact on Indian children throughout our State. No Indian child on a reservation in Minnesota will have a Head Start opportunity, regardless of how poor they are, because Indian Head Start would die and there would be no other program to serve them.

For a population with the highest teen suicide rates, the highest percentage of high-school drop-out rates, teen pregnancy, and countless other social problems, that would be a tremendous injustice.

II. Service Area

A second critical issue to the Mille Lacs Band involves the Administration's interpretation of the service area which tribal grantees are allowed to serve. Because of the definition of "reservation" in the National Head Start Act, the Administration interprets our service area as being limited to children residing directly "on" the reservation. We need the law changed to allow us to serve all children residing "on or near" the reservation.

It is our understanding that every agency which serves American Indian people within the Department of Health and Human Services as well as the Department of Interior allow tribal providers to serve Members living "on or near" the reservation, the sole exception of Head Start.

We believe that this was an unintentional oversight in the way the law was originally written, because surely our children who receive all other services on the reservation should not be excluded from attending Indian Head Start. We ask that you correct this error during this reauthorization.

III. Quality Issues and Program Defunding:

S.1852 specifically includes a provision which would permanently defund grantees who have problems involving quality within their Head Start Programs. While we support such stringent quality requirements, we are concerned that the language could inadvertently result in the permanent loss of Head Start for Indian children.

Oftentimes, grantees in the non-Indian Head Start world are CAP agencies, schools, or non-profits. If a grantee is penalized with permanent defunding because of a quality issue, the existing Head Start program will essentially be up for grabs via a competitive application process. Most likely, the children served by the Head Start facility will not miss one day of school because another grantee simply picks up the program.

However, this will not occur in most cases with tribal grantees. Because in most instances the tribe itself is the grantee, if that tribe is permanently precluded as a penalty from ever becoming a Head Start grantee again, there will not be another grantee to pick up the program. There is generally not more than one Indian tribe on an Indian reservation. This means that the children are the victims.

We are not asking for waivers on quality issues. Indeed, we need to ensure that our children attend the highest quality Head Start programs possible. However, we believe that special consideration should be granted to ensuring that the tribal grantee not become defunded, that adequate technical assistance, time, and intervention are available to the tribal grantee to allow them to come into compliance on any outstanding quality issues.

IV. Conclusion

I want to tell you a painful part of being an Indian. As long as I can remember, society has looked down on us. How many times have I heard, "Why don't you Indians just get off your feet and do something for yourselves?". Well, at Mille Lacs, we've done something. We've created jobs. But it is clear that some segments of society are not happy about that. In typical "Catch 22" style, - they don't want us earning money, but they don't want us poor either. Some of our People have decided that Society simply doesn't want Indians at all. And for the federal government to penalize our People, when they are just getting off the ground financially, only reinforces that message.

NT

I will conclude by giving you an example of a working parent from Mille Lacs. There is one parent on our reservation who is a single mother with three children, earning $17,000 a year. She just learned that her youngest child is not Head Start eligible, because by federal guidelines, she is earning too much money. She is one of the most hard-working self-determined people I know, which is why she is so angry about the fact that she may have to quit her job. She cannot afford private pre-school on her salary and still provide proper care for her two other children.

You might not be able to fix the problems nationwide, but if it will not cost any additional money, why not fix it for Indian families?

As a tribal leader, I do not come before you today with any formal education or training. My education was achieved through the "School of Hard Knocks". But it need not be that way for today's young Indian people. Indeed, it must not be. As a tribe, we are doing all that we can to fulfill our responsibility to our children. But do not forget, it is you, the Congress, who shares in that responsibility, and it is indeed a legal one.

I am here today to request that the Congress remember it's trust responsibility to all Indian tribes and people, especially toward our Indian children. This will not cost any more money, and it is the right thing to do. Education is all that we have going for us Indian tribes. Do not deny our most precious resource, our children, the right to a Head Start in life.

Mille Lacs Band of Ojibwe Statement on Indian Head Start, 3/25/94

Thank you again, for this opportunity to testify. I also want to commend your hardworking staff, who have been absolutely outstanding to work with. We could not ask for better, more professional assistance.

TAOS PUEBLO, NEW MEXICO HEAD START
REAUTHORIZATION ACT S. 1852
Statement of Oral Testimony
Friday, March 25, 1994
Washington, D. C.

Introduction

Good morning Mr. Chairman. My name is Carl N. Concha, and I am the Governor of Taos Pueblo, New Mexico, where we have a Head Start Program. I am very honored to be here on behalf the Taos Pueblo Tribe to present our views on S. 1852, the Head Start Act reauthorization legislation, and to address the needs of Indian Head Start.

I also want to thank the two Chairs of the committees, Senator Inouye and Senator Kennedy, as well as Senators Kassebaum and Senator McCain, for their great leadership in the area of needs of Indian children as well as all other children nationwide.

Description of Taos Pueblo & Head Start

Taos Pueblo is located in rural north central New Mexico, at an elevation of 7,800 feet. Taos Pueblo lands encompass 95,000 acres of wilderness, grazing land, irrigated agricultural land and populated areas. We have 2,200 enrolled members and 1,750 live on or immediately adjacent to our lands.

Taos Pueblo was designated as a World Heritage Site by the United Nations and is famous for the ancient five and six story adobe structures which are the best surviving examples of classic Puebloan architecture. The Pueblo, surrounding lands and culture is the only "living" community with this important designation.

Taos Pueblo has benefited from the Head Start Program since it was established on our lands during the summer of 1965. Our program is accredited by the National Association for the Education of Young Children (NAEYC) and expanded last year from serving 34 to 54 children and families. It employs 12 Tribal members, including my wife Deborah, who is the Education and Literacy Coordinator.

Our current staff includes 2 Head Start alumni and 3 former Head Start parents. One of our lead teachers, a Head Start graduate, is pursuing a masters degree in Early Childhood Education. Our staff and parents sponsor scholarships for Head Start graduates and have assisted students attending Stanford University, the University of New Mexico and Weslyn College.

Taos Pueblo Head Start has typically enrolled children from other tribal backgrounds who live on our lands or in the nearby Town of

Taos, and includes children with Navajo, Oklahoma, Arizona, Hopi, Lakota Sioux and Acoma Pueblo Tribal affiliations.

Our program was selected as a pilot site for the Substance Abuse Initiative funding and we are expanding our services to include an Home Based Option and to serve children in the 0 - 3 year ages.

Importance of Head Start to Taos Pueblo

The focus of our Head Start is on empowering families. The mission of the Taos Pueblo Head Start is to "provide a culturally appropriate early childhood education program for Native American three and four year old children. The program will provide comprehensive training and educational opportunity enabling parents and staff to enrich their lives."

Our community has issues in the areas of education, health and disability, social services and employment. 30% of our Head Start parents do not have high school diplomas; medical concerns of our children include those with respiratory and ear infection, baby bottle tooth decay, weight issues and congenital anomalies; one-fourth of our eligible work force is unemployed; and, the Head Start Health Advisory Committee reports that the most serious health problem facing the Pueblo are psycho-social in nature culminating in alcohol and drug abuse, and child abuse and neglect.

Head Start is the only service available to our people that can provide emphasis and focus on the circle of issues effecting our community through the its component organizational structure. Through the Head Start planning and implementation process, we, as a Tribe, have a framework not only to guide Head Start, but to blend community needs and priorities into the larger picture of issues which affect the majority of the tribal population.

Head Start is the only service that brings the community together for involvement in a process to share information and reach consensus on issues through the Community Needs Assessment.

But, perhaps, more important, Head Start is the only educational service available on our lands for the preschool children in our community.

Head Start is vital in training our children in the cultural traditions by speaking our Tiwa language in the classroom. The foster grandparent program brings elders together with our children in an atmosphere of family and closeness.

Our cultural preservation is assisted through the presence of Head Start and it is for these reasons that we support the swift

reauthorization of the Head Start Act. However, there are specific Indian Head Start issues which should be included to improve the legislation. We are here today to ask your support of these changes.

Legislative Improvement Issues

SOVEREIGNTY - Keep Indian Head Start as Region 11 - a distinct and separate program

Indian nations are sovereign entities and the relationship to the Federal Government is Government to Government. The bureaucratic structure needs to be organized to facilitate and acknowledge the sovereignty of Federally recognized Indian Tribes.

The current manner of organizing all Indian Head Start Grantees, which are the Tribes themselves, not the Head Start Centers, under Region 11, recognizes this unique relationship - and sovereignty. To decentralize Region 11 and include it under the geographic umbrella serviced by one of the other 10 regions would be detrimental to the unique relationship that Indian Tribes rightfully have with the Federal Government.

To include other programmatic areas in Region 11, such as, Migrants, dilutes the intent of the separate Region for Native Americans.

I ask your support to legislative changes that would strengthen our sovereign legal relationship; assist in advocating for Indian preschool children; enable the Federal Government to operate in a knowledgeable and experienced capacity with tribal governments; and allow for maximum coordination and planning with other Federal agencies mandated for Native Americans.

FACILITY CONSTRUCTION - Permit Indian Grantees to use funds to construct facilities and waive the third party purchase requirement

We received funding to expand our services from 34 to 54 families. However, the present facility is too small to adequately service the increased number of families. Although funds were approved and added to our budget in the amount of $62,000 for renovation, there were no existing buildings available to accommodate 54 children and staff. Asbestos removal, a costly expense, is required in the current building renovation/new construction project under consideration.

Because the Tribe is the "grantee" we were further denied the ability to build and lease a building to our Program due to inflexible regulations that state we must enter into agreements with third parties. The current rules are too restrictive in view

of the limited options and unique building situations Native Americans are confronted with on their Tribal lands.

We recommend legislative changes to allow for new construction and major renovation funds. The third party purchase requirement should be eliminated for Indian grantees.

SERVICE AREA - Include "near reservation designation"

Taos Pueblo Head Start serves all Native American children. Also, due to the lack of housing on Tribal lands, some Tribal members live in the nearby communities. Of the 54 families enrolled, 15 live off of Tribal lands and we cannot provide transportation to them. The regional Head Start in town, which has a waiting list, refers Native American children to our program. Again, no transportation can be provided outside of our service area.

The BIA Day School on our lands provides transportation to all students whether living on our lands or in town. Similarly, IHS provides services to eligible Native Americans without regard to where they choose to live.

To include the "near reservation designation" language in the amendments is part of the consistency criteria improvements needed in Federal programs. Now is the time to enable the making the appropriate changes to the legislation.

15% ADMINISTRATIVE COST LIMITATION - Reconsider limitation and focus on program cost using accepted business methods

It is understandable that the focus of Head Start funds are there primarily to assist the families in need. The methodology of limiting the administrative funds to 15% across the board is not realistic and creates severe restrictions in recovering the true administrative cost and in designing realistic program requirements.

Applying the 15% rule restricts the recovery of demonstrated administrative costs to just $10,464 instead of $73,750. The shortfall of $63,286 is not made up except by under employing the staff needed to provide assistance to Head Start and other Tribal Programs. Legislative amendments to increase and change the manner of calculating administrative costs are long overdue.

In conclusion, I want to that the two Committees for hosting this joint hearing, and specifically thank Senator Inouye for his tremendous leadership and concern for the welfare of all our Indian children.

I am pleased to answer any questions you may have at this time.

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TAOS PUEBLO
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RESOLUTION ENDORSING HEAD START "1993-1994 ADVOCACY AGENDA"

WHEREAS, the Taos Pueblo Governor's Office is the duly-recognized body of tribal government which is responsible for assuring the health, economic and social well-being of the Taos Pueblo community; and

WHEREAS, Taos Pueblo operates an exemplary Head Start program and is committed to local and national efforts to strengthen and extend the benefits of Head Start through policy and administrative actions; and

WHEREAS, the staff of the Taos Pueblo Head Start Program have shared our concerns about the program with the National Indian Head Start Directors Association (NIHSDA); and

WHEREAS, the NIHSDA has developed a "1993 and 1994 Advocacy Agenda" based on eleven major concerns common to a majority of Indian Head Start grantees.

NOW, THEREFORE, BE IT RESOLVED THAT the Taos Pueblo Governor's Office hereby endorses this Advocacy Agenda and enthusiastically supports the efforts of the National Indian Head Start Directors Association in securing its congressional approval and administrative implementation.

CERTIFICATION

The foregoing resolution was adopted by the Taos Pueblo Governor's Office at a duly called meeting held on the 21st day of October, 1993 at which time a quorum was present, by a vote of 10 in favor and 0 opposed.

For Jose C. Samora, Governor — Phillip Martinez, Sr., Lt. Governor

ATTEST:

Tony F. Martinez, Tribal Secretary

Oneida Tribe of Indians of Wisconsin

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TESTIMONY

of

LORETTA V. METOXEN

VICE-CHAIRWOMAN
ONEIDA TRIBE of INDIANS of WISCONSIN

before the

SENATE COMMITTEE on INDIAN AFFAIRS

and the

SENATE COMMITTEE on LABOR and HUMAN RESOURCES

regarding

INDIAN HEAD START

MARCH 25, 1994

Good morning, Chairman Inouye, Chairman Kennedy and Members of the Indian Affairs and Labor & Human Resources Committees. My name is Loretta Metoxen and I am Vice President of the Oneida Tribe of Indians of Wisconsin. I have served as an elected Member on the Oneida Business Committee since 1967. I am also a Head Start Parent, Grandparent, Aunt, and Friend. With me is Ms. Pamela Ninham, Director of Oneida's Head Start Program. Ms. Ninham is also the Tri-State Regional Representative for the National Indian Head Start Directors Association Representative which includes Wisconsin, Minnesota, and Michigan.

On behalf of the Tribe, I would like to thank you very much for inviting us to testify at the very first hearing on Indian Head Start. We are especially grateful to Senator Inouye for his unwavering commitment to American Indians and Alaska Natives. Investment in our children must be our highest priority. After nearly 30 years, it is about time that the Congress focus on Indian Head Start Programs. My testimony will focus on issues regarding Head Start Reauthorization and their potential impact on the Oneida Tribe.

Brief History & Background

Oneida's relationship with the Federal government dates back to 1777 when the Revolutionary War campaign came to an end and General George Washington took his weary army to Valley Forge. Chief Skenandoah (The Deer) was an unwavering friend of the Americans and fought against the British invaders in all the wars along the Mohawk River and surrounding territory. It was he and his Oneidas who saved Washington's starving army at Valley Forge by bringing them several hundred bushels of Oneida white corn.

Today, the Oneida Tribe of Indians is located on the outskirts of Greenbay, Wisconsin. We have more than 12,000 enrolled members, with approximately 40% living on or near the reservation. As of March 1, 1994, the unemployment rate was approximately 12%. Households whose income was provided solely or in part by State or Federal (non-employment) sources were at 12.1%. These figures have improved in conjunction with the Tribe's economic development ventures, particularly when one compares the rate of growth over the past few years. At this same period of time in 1988, the Oneida Tribe employed approximately 450 people. Today we employ approximately 3,000 people, and by the end of FY 1994, this figure will reach 3,400.

Oneida Head Start

Head Start is an integral part of Oneida's Early Childhood Department. The Early Childhood Department is dedicated to: 1) developing the "whole child" - socially, emotionally, intellectually, and physically, through total involvement with the child's family and community, empowering children to their full potential; 2) fostering each child's uniqueness through age-appropriate planning and implementation of curriculum in a safe, secure, stimulating environment; 3) improving quality of education while protecting the integrity and preserving the spirituality and cultural traditions for all families and for future generations.

The Oneida Tribe has been an Indian Head Start grantee for 29 years, since Head Start was implemented nationwide. We began by serving 35 children in a summer program. Today we serve 141 children through our center-based and home-based

programs: 108 Federally funded center-based slots; 15 State funded center-based slots; and 18 Tribally funded home-based slots. All of the Federal and State funded slots are filled by Indian children who meet the current Head Start Income Guidelines; the Tribe provides funding for children who do not meet these guidelines (i.e. they are "over-income"). We currently have 25 staff members including a Director, Parent/Health Coordinator, Social Services Coordinator, Teachers and Aides, Bus Drivers, an Administrative Assistant, and Cook.

Because of Head Start's importance to our children, our Tribal Council recently passed Resolution #1-20-93-A which states that the "Oneida Tribe will develop plans to provide early childhood education to all tribally enrolled or eligible to be enrolled 3 and 4 year old children within the Tribe's service area." This resolution aims to ensure that all of our children, not just the poorest children, will have the benefit of Head Start.

Head Start Reauthorization Legislation

In general, the Oneida Tribe supports the "Head Start Act Amendments of 1994" (S. 1852) and is encouraged by the Clinton Administration's strong commitment to Head Start. However, we are very concerned and greatly disappointed that despite efforts to impact the policy-making process involved with Secretary Shalala's Task Force, there is not one Indian-specific concern incorporated in this legislation. Even though the National Head Start Association officially adopted and approved the Advocacy Agenda of the National Indian Head Start Directors Association, complete with legislative and administrative recommendations, not one single Indian-specific issue was included in the bill, S. 1852.

In order to wholeheartedly endorse this legislation, we believe that the unique concerns of Indian Tribes must be addressed. Specifically, there are five issues that we believe must be incorporated in any Head Start legislation: sovereignty; construction; income eligibility; service area; training and technical assistance. With respect to S. 1852, there are also quality control and technical assistance provisions that may have (unintentionally) serious ramifications for Indian Tribes.

Issue #1: Sovereignty

Time and time again, Indian Tribes must make the trip to Capitol Hill to remind the Congress of the Federal government's trust obligation to American Indians and Alaska Natives. The United States of America not only has a moral obligation, but a legal obligation, to provide Indians with education, health, and other vital social services. These are obligations are based on hundreds of treaties in which Tribes ceded their land.

Every President since Nixon has affirmed the government-to-government relationship that exists between Tribes and the United States, including President Clinton. It is crucial that Head Start Reauthorization legislation include language that affirms this government-to-government relationship. Congress should ensure that Indian Head Start grantees remain a separate entity under the American Indian Program Branch, known as Region 11. We have heard for many years now the threat of consolidating the Indian Head Start Programs with the Regional Head Start Programs nationwide. Although the Clinton Administration does not seem inclined to regionalize the Indian Head Start Program, we believe that statutory language is needed to clarify this issue.

Issue #2: Construction

Current law does not permit any Head Start grantee to use Head Start funds to construct a facility. Grantees are, however, permitted to purchase, lease or renovate facilities. In the case of Indian Tribes, there are rarely vacant buildings on the reservation available for purchase, lease, or renovation. The only viable option for Tribes is the purchase of "modular units".

At Oneida, we were essentially forced to purchase one of these modular units. We implored the American Indian Program Branch to help us find another way to secure a new building, but were told that our only option was to purchase a modular unit. We were awarded a grant of $185,000.00 -- the cost of the modular unit.

The modular is essentially four pieces of tin, and, of course, arrived unassembled. The Tribe had to pay (from its own funds) a contractor approximately $200,000.00 to "construct" the modular. Then the Tribe had to pay for "extras" such as heating units, flooring, landscaping, fencing, sidewalks, a handicap entrance ramp, a driveway, a security system, and an overhead sprinkler system (as required by Wisconsin State Code). These extras added exactly $419,705.95 to the total cost of the modular unit, for a grand total of $604,705.95! More than six hundred thousand dollars for a modular unit -- that breaks down to almost $6000.00 per child! All because Head Start grantees are prohibited from constructing facilities.

Senators, this is positively ridiculous! For $600,000.00 we could have built a brand new, structurally sound, state-of-the-art facility. Instead, we have what the community calls the "chicken coop." Despite all the extras and renovations, the facility still has a serious heating problem (the ducts are on top of the building instead of underneath), the tile flooring is loose, the linoleum flooring that replaced the tile flooring is buckling, the floors and walls contract and expand depending on the weather. In addition, the kitchen is too small, there is little ventilation (we had to install a window), the water heater had to be replaced, the furnace is malfunctioning, the ceiling is sagging, and someone's foot even went through the floor! The modular does not come equipped with rain gutters, causing a problem with the water that now drips on to the steps. The water freezes on the steps, causing them to become quite hazardous. And, this $600,000.00 modular unit is only two years old!

Although current law does permit the purchase of facilities, and considering that the Tribe contributed more than $400,000.00 for the modular unit, it would seem logical that the Tribe itself could construct a new facility and then sell it to our Head Start program. However, Head Start regulations do not permit grantees to rent or purchase from themselves. To rent or purchase, grantees must enter into agreements with "third party" entities. This is impossible for Indian Head Start grantees since the Tribes, not the Head Start programs, are the grantees. This third party requirement must be waived for Indian Tribes. Non-Indian grantees, at the very least, have the ability to deal with third parties. Tribes do not. There is simply not a level playing field with other non-Indian Head Start Programs when it comes to purchasing facilities.

Issue #3: Income Eligibility

Current income eligibility guidelines for Head Start are much more restrictive than nearly all other federal programs such as Medicaid, Child Care Food Program, WIC,

JTPA, Food Stamps and HUD. At the very least, the guidelines should be consistent with other federal program income eligibility criteria. Oneida believes that all Tribal children should be eligible for Indian Head Start, regardless of income. As stated before, Oneida adopted a resolution to develop a plan to provide Head Start for all our age-eligible children. A copy of this resolution is attached.

For too many years, Indian children have lived in the poorest of conditions. Head Start has been one of the few Federal programs that has truly made a substantial difference in improving the lives of our children and families. We believe that by not allowing Tribes to serve all Indian children, the Federal government will be depriving only a handful of Indian children of the wonderful benefits that their peers enjoy, only because they are slightly less poor.

At Oneida, we are serving 100% of our income eligible children. We currently have 30 age-eligible but over-income children on our waiting list. If we were to provide Head Start for all of our age-eligible children, we could serve an additional 60 children (an addition of three classrooms). Almost all of our children still qualify for the Child Care Food Program (CCFP). For CCFP, the current income eligibility ceiling for a family of four is only $17,420.00/year. By most accounts, these families are still considered very poor.

While we are able to fill all of our federal and state fund Head Start slots with income eligible children today, the day will come when we may not have enough income eligible children under the current ceiling (for Head Start, the current income eligibility ceiling for a family of four is only $13,400.00/year). This is largely due to the economic development taking place on our reservation. For some Tribal members, this is the first time in their lives that they are working, bringing in a steady income, contributing to the economy. Why should they and their children be penalized for working? Isn't the goal of Head Start to foster a child and his family's full potential? For our Tribe, the loss of Head Start would be tremendous.

Many Indian Head Start Directors are finding themselves in the unbelievable position of feeling happy for families that are working themselves out of poverty yet fearful because the program has potentially lost another child. For most Tribal families, there are no other alternatives for early childhood education than Head Start.

There is legislative precedent for waiving the income eligibility criteria for a segment of Indian Head Start grantees, the Alaska Native programs. Under what has been historically known as the "Gravel Amendment" (adopted in P.L. 97-35), all Alaska Native children can be served by Head Start on criteria based not on income but rather on "poverty of access." We urge the Congress to adopt language that permits all Indian and Alaska Native children to participate in Head Start, regardless of their family income.

Issue #4: Service Delivery Area

Any Head Start Reauthorization legislation must include a provision to permit Indian Head Start grantees to serve all eligible children living on or near the reservation. As Head Start grantees, tribal governments are currently restricted from serving their tribal members and other Indians who reside just outside their reservation boundaries or historical tribal areas.

The Administration for Children & Families uses the outdated "on reservation" rule which only allows grantees to serve children living physically on the reservation. This is inconsistent since all other agencies within HHS and all BIA programs apply the "on or near" reservation rule. This rule, based on a Supreme Court case, essentially allows Tribes to define their service delivery area.

Indian children who are income-eligible, but live off the reservation, are eligible to participate in the regional Head Start Program. For instance, some of our children could attend the Head Start Program in Green Bay, part of Region V. However, the Regional programs have long waiting lists for income eligible children and often tell families with Indian children that they have their own program on the reservation. Consequently, we have income-eligible Indian children living off the reservation who could be (and prefer to be) served by the Tribal Head Start Program, but are prohibited because of current statute, and are not welcome in the Regional Head Start Program.

Issue #5: Training & Technical Assistance

Oneida's Head Start Program participates in the Early Childhood Professional Development Network (ECPDN) Demonstration program. ECPDN employs state-of-the-art distance learning technologies to deliver training to teaching teams of Head Start teachers, aides, and parents in remote locations throughout the United States and its territories. Technologies employed include video teleconferencing delivered by satellite, telephone autobridge, and fax. The ECPDN training involves two primary training activities: live, interactive video seminars and telephone discussion groups. As with all distance learning efforts, technology allows the creation of a community of learners despite the physical distances separating them.

At Oneida, we have four teams of three participating -- a lead teacher, teacher aide, and parent. The cost of participating is only $75.00 a team for three semesters. We receive the satellite hook-up at the University of Wisconsin-Green Bay. This university atmosphere has engendered an added desire on the part of participants to pursue a college education. As a result of this enthusiasm, the University named the course "Head Start 101" and issues three credits for each semester of the program for those participants wishing them. Head Start 101 earns each participant a total nine college credits in the field of Early Childhood Education. An added bonus of this program is the video taping of each session. We use the video tapes to reinforce a topic, to train new participants, and to conduct parent inservices.

We understand that this program is just a demonstration project, and that funding is set to expire this year. Oneida urges the Congress and the Administration to continue and further develop this program, making it accessible for all American Indian and Alaska Native Head Start Programs. We believe that the curriculum should be expanded to include culturally relevant issues about American Indians and Alaska Natives.

Conclusion

Chairman Inouye, Chairman Kennedy and Members of these Committees, we truly hope that you will not allow another 30 years to pass by without addressing the unique concerns of Indian Head Start. None of the provisions discussed involve an increase in appropriations. We are not asking for more money. We only ask that some policy changes be made that will allow Indian Head Start to develop to its full potential. We ask this not for ourselves, but for our children and for our children's children.

Thank you very much for this opportunity to testify before you at this historic hearing. I would be happy to answer any questions the Committees may have at this time.

Oneida Tribe of Indians of Wisconsin
Post Office Box 365
Phone: 869-2214
Oneida, WI 54155

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MAR 02 1994
ONEIDA HEAD START

RESOLUTION # 1-30-93-A

WHEREAS, the Oneida Tribe of Indians of Wisconsin is a federally recognized Indian government and a treaty tribe recognized by the laws of the United States, and

WHEREAS, the Oneida General Tribal Council is the governing body of the Oneida Tribe of Indians of Wisconsin, and

WHEREAS, the Oneida Business Committee has been delegated the authority of Article IV, Section 1 of the Oneida Tribal Constitution by the Oneida General Tribal Council, and

WHEREAS, the Oneida Tribe recognizes the need to provide and promote education for tribal members of all ages, and

WHEREAS, the Oneida Tribe has supported the Oneida Headstart Program for Oneida Children, and

WHEREAS, the Oneida Tribe has partially funded Oneida Tribal children ineligible under Headstart income guidelines for many years, and

WHEREAS, the Oneida Early Childhood Program offers a quality educational opportunity for 3-4 year old children, and

WHEREAS, the Oneida Tribe will continue to offer and provide the necessary resources in order to meet the educational needs of its members regardless of income, and

WHEREAS, Early childhood education depends on a professional staff who will be recruited and trained in a timely manner as the program develops,

NOW THEREFORE BE IT RESOLVED: that the Oneida Tribe will develop plans to provide early childhood education to all tribally enrolled or eligible to be enrolled 3 and 4 year old children within the Tribe's service area.

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STATEMENT ON

INDIAN ISSUES REGARDING HEAD START REAUTHORIZATION

BEFORE THE JOINT HEARING OF

THE SENATE COMMITTEE ON INDIAN AFFAIRS AND
THE SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES

BY

CHIEF PHILLIP MARTIN

MISSISSIPPI BAND OF CHOCTAW INDIANS
P.O. BOX 6010
PHILADELPHIA, MS 39350

MARCH 25, 1994

The Mississippi Band of Choctaw Indians is located on 21,000 acres of reservation trust lands located in eight counties of east central Mississippi. The tribe has nearly 6,000 members, fifty percent of whom are under age 17. The improvement of early childhood health and education conditions on the reservation has been of primary importance to the tribal government for many years. The Choctaw Head Start Program currently serves 208 three-five year olds and was established in 1971 as one of the first tribally operated programs on the reservation. During the past twenty years, however, the conditions on the Choctaw reservation have changed dramatically as the result of successful community and economic development.

As is the case with many Indian communities, tribal demographics and community settings within which Indian Head Start programs operate are rapidly changing. The Mississippi Band of Choctaw Indians now operates nearly all reservation services including all health, education, law enforcement and social services. In addition to the nearly 1,000 employees working for tribal government, the tribe has created over 1,500 private sector jobs through tribally controlled or owned enterprises. As a result, nearly 70 percent of women on the reservation work. Despite these dramatic increases in reservation employment, incomes of tribal members remain low and the lack of adequate child care options continue to place children at risk for social and developmental delay.

The rapid change occurring in Indian communities and the national debate concerning the quality and effectiveness of Head Start provide an opportunity for the re-evaluation of Indian Head Start Programs. From more than twenty years of experience with the Choctaw Head Start Program, I recommend that the following issues be considered during Head Start reauthorization.

Eligibility for Indian Head Start Services

The report language accompanying the Human Services Reauthorization Act of 1990 called for a reexamination of eligibility requirements for participation in Head Start programs operated by federally recognized Indian tribes. The report recognizes the success of federal actions to assist tribes in moving adults into tribal enterprises and private sector jobs, and encourages the Department of Health and Human Services to develop modified eligibility criteria for use on Indian reservations. The report expresses concern that tribes successful in eliminating dependance on federal assistance programs will not be penalized for their success by denying Head Start services to children who are marginally over income.

The need to examine the eligibility requirements lies at least in part due to the changing demographics on Indian reservations and an historical lack of educational and socio-economic opportunities for Indian people. The majority of parents of Indian Head Start participants are young and increasingly employed in low-wage, entry-level positions created by successful reservation economic development projects. As the result of employment of one and sometimes two parents, there are a sizable number of educationally and socially deprived, but marginally ineligible, children who are unable to be served by Head Start.

It is my recommendation that income eligibility requirements for Indian children be increased to 150 percent of the federal poverty level and that tribes be allowed to establish a sliding fee scale for over income families and for families above the federal poverty level. This would allow tribes to both serve the working poor who are only marginally over the federal poverty level and to integrate center-based Head Start services with other child care services that operate on a for fee basis.

Issues Relating to Tribal Sovereignty

I urge that in the reauthorization of Head Start that tribal governments be given increased flexibility in the design and administration of reservation Head Start programs and that Indian Head Start programs be viewed within the concept of the U.S. Government's trust responsibility for the education of American Indian children. Children from rural Indian communities suffer from not only economic isolation but from social isolation and educational neglect as well. Here at Mississippi Choctaw, 90 percent of tribal members still speak the Choctaw language in their homes, and 68 percent of Choctaw adults have less than a high school education or completed their high school education through the reservation GED program. Within this context, comprehensive quality pre-school services such as those provided by Head Start are an integral part of the overall educational system.

Program Flexibility

The successful implementation of Indian Head Start programs must include increased flexibility for the local design of programs. There is great diversity among tribal populations and community settings, and resources are not consistently available within Indian Country. Therefore, it is not conceivable that one model of services be applied to all Indian Head Start programs. Most importantly, Indian programs need to be given increased flexibility for (1) the design of full-day and full-year programs with flexible hours of operation for accommodating the needs of working parents, and (2) the positive integration of Head Start services with other child care and education programs.

The Mississippi Band of Choctaw Indians is attempting to develop a comprehensive system of quality child care services that provides multiple options for parents integrated into a

seamless delivery system. Our objective is to create a uniform system of program requirements for quality of service, parent involvement, health and safety, and parent fees. If successful, all families on or near the reservation will have the same range of available child care services with similar responsibilities and requirements for participation, regardless of the funding sources used to support those services.

For this to be successful, Head Start must allow tribes greater flexibility in the sharing of program resources as well as in the establishment of program eligibility requirements.

Parent and Community Involvement

An important function of Head Start is the involvement of parents in the development and education of their children. Indian Head Start programs, however, must be given flexibility in the design of organizational structures for formalization of parental involvement in program decision-making. For Indian programs operated by tribal governments, the role of parent councils in policy development, program administration, and personnel management must be integrated into existing organizational structures. The role of Head Start Parent Policy Councils should not duplicate or conflict with existing tribal policies.

For programs operated under tribal councils with regular reporting and review by the local council, it may be more appropriate to establish Head Start Parent Advisory Councils rather than Parent Policy Councils. The role of the advisory council would be to facilitate participation of program parents in existing decision-making structures.

Additionally, as Head Start programs become more closely integrated with other preschool and early education programs, policy and administrative structures must provide a broader forum for decision-making.

Issues of Program Management and Administration

Elimination of Non-Federal Share Requirements

The majority of Federally recognized Indian tribes operate relatively small administrative organizations and rely on federal funds for nearly all operations. There is no local tax base and all major services systems, i.e. schools, health clinics, law enforcement and social services, are federally funded. Additionally, the bulk of reservation infrastructures and buildings were also developed with federal assistance. As a result, it is extremely difficult for Indian tribes to identify non-federal resources to contribute to Head Start Programs, and many tribes are discouraged from applying for Head Start services or expansion funds.

Funding of Full Indirect Costs for Indian Head Start Programs

For Indian tribes—the majority of whom operate administrative systems supported by Indirect Costs Agreements negotiated with the Inspector General's Office within the U.S. Department of Interior, the statutory restriction of administrative costs for Head Start programs to 15 percent of total program costs prohibits them from collecting all but a fragment of the indirect costs associated with operation of the program. Any indirect costs collected from DHHS must been taken from within the 15 percent of direct program funds and only after other direct administrative costs such as the salary and fringe benefits for a program director and secretary are considered.

The elimination of the 15 percent restriction on administrative costs for Indian tribes or the establishment of a separate contract support fund for Indian Head Start programs would eliminate this problem.

Quality Improvement and Expansion

Before Head Start is expanded to serve additional children, programs must be given the opportunity to improve and expand services for existing participants. To date, program expansion is limited to the expansion of services to unserved children. Efforts to expand Head Start, however, must first assure that programs deliver quality services and are able to meet the needs of existing participants.

Program improvement and expansion is needed in the following areas:

- expanded resources for full-day full-year services
- increased compensation for staff to allow higher qualifications for teachers and to reduce staff turnover
- improved staff development and training
- expanded services to younger children ages 0-3

MISSISSIPPI BAND OF CHOCTAW INDIANS
OFFICE OF THE TRIBAL CHIEF

TRIBAL OFFICE BUILDING
POST OFFICE BOX 6010
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April 5, 1994

Honorable Daniel K. Inouye
Chairman
Senate Committee on Indian Affairs
SH-838 Hart Senate Office Building
Washington, DC 20510-6450

94 APR -7 PM 2:02

Dear Senator Inouye:

I am writing to you in regard to the Head Start Reauthorization legislation (H.R. 4382 and S. 1852) currently before Congress. Recently, I testified before the joint hearing of the Senate Committee on Indian Affairs and the Senate Committee on Labor and Human Resources. I am including a copy of my testimony with this correspondence.

Tribal Sovereignty and Eligibility Requirements for Indian Children

I urge that the Tribal Sovereignty of federally recognized Indian tribes and their subsequent right to self-determination be recognized by the reauthorization of Head Start and that Head Start be viewed within the purview of the U.S. Government's trust responsibility for the education of Indian children. Key to the sovereignty of Indian tribal governments is their ability to make local decisions concerning the design and operation of services in accordance with the needs of local communities.

The report language accompanying the Human Services Reauthorization Act of 1990 called specifically for a re-examination of the eligibility requirements for participation in Head Start programs operated by federally-recognized Indian tribes. It is my recommendation that income eligibility requirements be increased to 150 percent of the federal poverty level and that tribes be allowed to establish a sliding fee scale for families above the federal poverty level, or that federally-recognized tribes with *communities* of one thousand or less population be allowed to serve up to 50% ineligible children. Children from our rural Indian communities suffer from not only economic deficit, but also from social isolation and limited educational opportunities as well.

Non-Federal Share

I recommend that the non-federal share requirement be eliminated for Indian tribes. It is extremely difficult for Indian tribes to identify non-federal resources to contribute to Head Start Programs, discouraging many tribes from applying for Head Start services or expansion funds. There is no local tax base and the majority of federally-recognized Indian tribes operate administrative organizations that rely on federal funds for nearly all operations such as schools, health, law enforcement, and social services.

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Full Funding of Indirect Costs

I also recommend that the 15 percent restriction on administrative costs, which prohibits Head Start programs from collecting all but a small fragment of the real indirect costs associated with the program operation, be eliminated for Indian tribal governments with negotiated indirect costs agreements with the U.S. Department of the Interior. Alternatively, a separate contract support fund for Indian Head Start programs would eliminate this problem.

Health Services

I am concerned that with the significant cuts in the 1995 Indian Health Service budget, and the confused Health Care Reform arguments, preventive services such as dental and physical exams for Indian Head Start children are at risk and may result in the reduction of services or greater costs in the operation of the program.

Quality Improvement and Expansion

Efforts to expand Head Start programs must first assure that programs deliver quality service and are able to meet the needs of current participants. Program involvement and expansion is needed in the following areas: expanded resources for full-day, full-year services; increased compensation for staff to reduce staff turnover and recruit/retain more qualified staff; improved staff development and training—including programs that lead to postsecondary degrees; expansion of services to children 0-3; and funding to conduct research on the *local* level to assess short- and long-term gains due to the Head Start program.

I thank you for your concern for Indian Head Start Programs and your attention to these significant issues.

Sincerely,

Phillip Martin
Chief

Enclosure

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TESTIMONY ON S. 1852

NATIONAL HEAD START ACT REAUTHORIZATION

Good Morning! Honorable Senator Kennedy and Honorable Senator Inouye. Members of the Committee on Labor and Human Resources and Members of the Committee on Indian Affairs.

My name is Caroline Yellow Robe. I am an enrolled member of the Gros Ventre and Assiniboine Tribes of the Fort Belknap Indian Reservation in North Central Montana. I am the Head Start Director of the Head Start program at Fort Belknap. We currently serve 190 students. We have 3 centers located at the Agency, Lodge Pole and Hays and are working on setting up another.

I am very honored and humbled to be invited to testify on behalf of the Gros Ventre and Assinboine Tribes and to make you aware of the issues that effect the needs of the Indian Head Start Programs and my reservation.

I want to thank, Senator Inouye and Senator Kennedy, as well as Senators Kassebaum and Senator McCain, for your tremendous support and leadership in the area of meeting the Educational needs of Indian Children as well as all other children in this country.

The Fort Belknap Indian Reservation is 40 miles from north to south and 30 miles east to west. We are 30 miles from the Canadian border. We have 5000+ enrolled members, plus 450 decendency members. There are 2,407 living on the Fort Belknap Indian Reservation and 2593 living off the reservation.

As parents and grandparents we can all agree that **OUR** Children

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and GrandChildren are very precious to us.

I would like to share a Quote with you, From **Sitting Bull, Chief of the Sioux, "LET US PUT OUR MINDS TOGETHER AND SEE WHAT KIND OF LIFE WE CAN MAKE FOR OUR CHILDREN."**

The decisions that are going to be made in regards to Head Start will effect the lives of our children today and the seven generations yet to come.

Head Start is the **ONLY** program that provides hope for the future and a safe haven for children living in poverty. Head Start is the **ONLY** program that extends a helping hand to parents and gives the parents a feeling of self-worth.

Twenty nine years ago, I was a Head Start parent in Havre, MT. On May 17th I will have completed 15 years as the Head Start Director at Fort Belknap. With the help of Head Start and the encouragement of the Havre Head Start program I applied for a Head Start Teacher Aide Job and was hired 29 years ago. I went to college and obtained a B.A. In Elementary Ed and a M.A. with a Duel Major: Elementary Education/Early Childhood Education.

I am not here to brag about myself, but to make you aware that Head Start helps not only the children but parents as well. Dawn Bishop Moore, Head Start parent, is here attending this hearing. She has numerous volunteer hours and is truly a dedicated Head Start parent.

I began in Head Start 29 years ago, in a Regional Head Start Program. The issues that are being addressed today, are some of the very same issues that was hindering program quality then.

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1. **Eligibility Criteria**
2. **Facilities**
3. **Sovereignity**
4. **Training and Technical Assistance**
5. **Service Area**

I would like to direct my comments on the following issues: 1. **Eligibility Criteria 2. Facilities 3. Sovereignty 4. Training and Technical Assistance.**

ISSUE NO.1 ELIGIBILITY CRITERIA

HEAD START is the only Pre-School available on Fort Belknap. Some of the families who we serve may be over the Head Start income guidelines, because for a family of two (2) the income is $9,840. For a child to be eligible for Head Start. But the same size of family can have an income of $17,466 and be eligible for Free Lunch in the Child Care Food Program.

At Fort Belknap there are 425 people on public assistance with the average income of $3,227. There are 634 households with income below $9,999. There are 761 children between the ages of 1-5 years. 452 of these 761 children are Indian. The dropout rate is 53%.

Parents understand that by attending Head Start their child will be better prepared and ready for the public school system. The Head Start Program is where the curriculum is culturally and developmentally appropriate. The Head Start Program is where the children receive 3/4 of their daily nutritional needs. The Head Start Program is where the Indian Children acquire social skills

and develop self help skills that will help them to succeed in the public schools. The Head Start Program is where each Indian child develops cultural pride in being an Indian.

By allowing all Indian Children to attend Head Start it will help to prevent drop-outs, drug abuse and alleviate other social problems.

ISSUE NO. 2 FACILITIES

Most of the infrastructure requirements are provided by the Fort Belknap Community Council and its workings with other federal agencies. There exists a critical need for additional infrastructure buildings. The Fort Belknap Tribal Health Department is being housed in the Milk River Shopping Center, which also serves as classrooms for the Fort Belknap College. Existing programs are forever being shuffled around. At one of our Head Start Centers we moved three times in one year. Every spring when school was out we had to pack up all our classroom equipment and playground equipment and put them in storage until Fall. There exists a need for additional buildings for Head Start, Classrooms, Day Care Facilities, Kitchens and Administration Offices.

Fort Belknap has grown tremendously, but the growth has been thwarted because there is no room to grow, due to the shortage of facilities.

To date there are 365 families on a waiting list for homes, not counting single adults. Some have been on the waiting list for 14 years.

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Livestock grazing and small grains farming contribute to 60% of the Reservations economic base. Fort Belknap was subjected to a drought in 1991 and are still feeling the effects. The Drought Impact Aide that was applied for and received was immediate. It did not allow for remediation of future losses of income. The drought drastically reduces the harvest and consequently farmers have less income to bid and lease land from the tribe.

The Fort Belknap Community Council does not have the financial resources to build and provide adequate facilities for Head Start. At present we cannot afford to rent a building if there was one to rent.

Two years ago, I received Expansion funds which included three modulars. The price of the modular doubled from the time I submitted the grant to the time I received the Grant Award, from $48,000 to $89,000. I have submitted a request to purchase two (2) buildings and renovate one.

At one of our new Expansion Centers, it is a community and collaborative effort. A single grandpa, who is raising his 3 year old grandson, donated 2 acres of land to build a Head Start building on.

A lot of funds are wasted each year, renovating buildings and having to move out because some else needs the buildings and can pay rent.

By authorizing construction funds, it would allow programs to plan for the future enrollment and the inclusion of infants and toddlers. At present this cannot happen as most programs have

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double sessions. Which is classes in the morning and classes in the afternoon using the same facilities.

Construction would allow buildings to be built that would not only serve as Classrooms, but as Teacher Training Lab Schools. Parents would have a place to attend training and hold meetings and parent activities.

ISSUE NO. 3 SOVEREIGNTY

Each Tribal Council deals with the Federal Government on a Government to Government Basis.

The American Indian Program Branch is an office funded by Set-A-Side funds specifically for Indian Programs. These funds are never enough. The Indian Tribes have to compete with each other for funding. Even though our needs are the same and even though every Head Start Grantee (Tribal Council) has to comply with the Head Start Performance Standards.

The American Indian Program Branch must remain a separate office from the Regions. We do not have the vast populations to compete for funds whenever they become available. We need to have an office that is sensitive and understanding of the needs of all the Indian Tribes and Alaskan Natives.

There also needs to be an **"INDIAN DESK"** in the department of Health and Human Services. An Indian person who can sit at the **TABLE** on behalf of all Indian Tribes and Alaskan Natives.

In order to find solutions to the many social problems effecting all communities, Indian people must be part of the Collaborative Effort.

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For instance, the Head Start Bureau is in the process of developing a Transportation Policy. Because of the unique needs of the Indian Reservations, the BIA, HUD and TRIBES must be apart of this policy making effort.

Head Starts must maintain 85% attendance. Because of bad or impassable roads this requirement is impossible to comply with. The BIA has a low budget for road construction and road maintenance. HUD builds houses where there aren't any roads or any plans to build roads.

All this effects the ability for tribes to comply with the Head Start Policy 85% ADA.

By keeping the AIPB office, the needs of our Indian and Alaskan Native Head Start Programs will be dealt within a timely manner. At one time a Specialist was placed in the Denver Region VIII Office. He was responsible for the Indian Programs in MT, WY, Idaho, and Utah. He was there 3 years before we even knew he existed.

ISSUE NO. 4 TRAINING AND TECHNICAL ASSISTANCE

In order to provide a Quality Head Start Program, we must have trained professional staff. The training Budget for Fort Belknap Head Start has dwindled each year, from $18,000 in 1980 to $8,686 in 1994, $4,343 is for General T & TA and $4,343 is for CDA training . Even though the number of staff have increased from 16 to 40. We cannot compete with the Public Schools for Certified Teachers. If we were to hire 10 Certified Teachers and pay them what the Public School pays, it would cost our program

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$200,000 from a $650,000 budget and this does not include fringe benefits.

Head Start Programs are required to provide the following:

1. A Comprehensive Developmentally appropriate and Culturally Relevant Education to the Children.

2. Provide Education to the Parents, Staff, Grantee and Community on goals of Head Start.

3. Coordinate Health, Nutrition, Dental, Medical, Vision, Social Services, Disabilities Services and Parent Involvement Services.

4. Provide training for the parents as policy makers, parent policy council members, Head Start Regulations, Operating responsibilities and Fiscal Management.

5. Provide a resource and referral service for Head Start Parents, Plus assist parents who are in crisis.

6. Coordinate and provide CDA Training for Teachers and Teacher Aids.

7. Provide Training on all the Head Start Components to the staff and parents.

Staff must receive training **BEFORE** the Children arrive. Even with a College Degree, it does not eliminate the need for Head Start Specific training. A lot of Teachers have never heard about Fetal Alcohol Syndrome Awareness and Prevention until they attended a Workshop sponsored by Head Start. They have not heard about Developmentally Appropriate Activities until they attended a Head Start training session. Programs that are out of compliance need to have Technical Assistance funds, so that

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Consultants can be brought in to provide assistance to improve and make the necessary changes for programs to come into compliance.

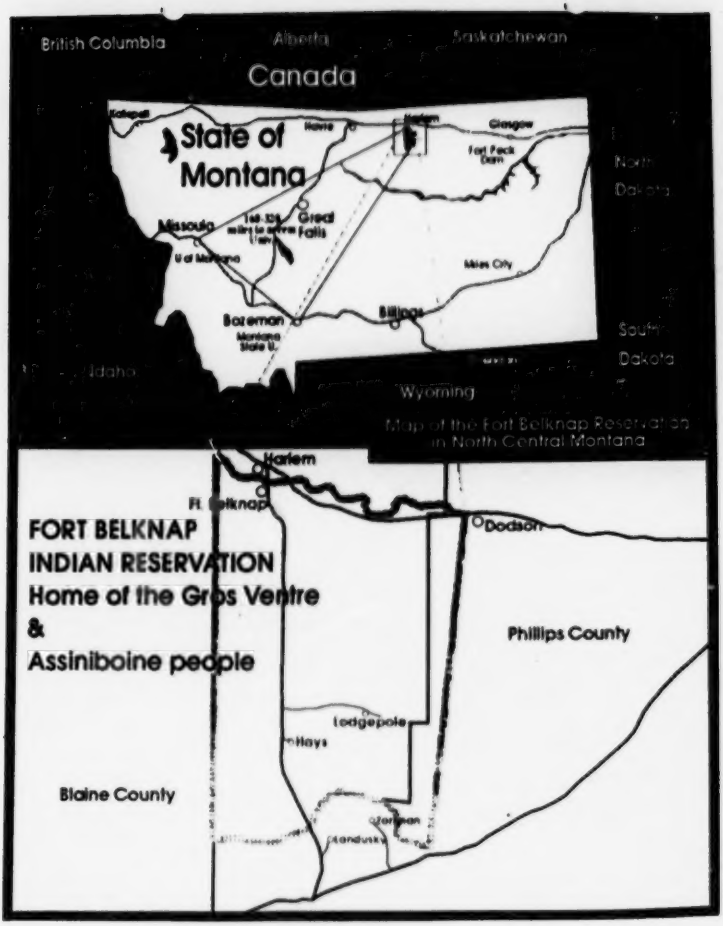
In order to have a **QUALITY HEAD START PROGRAM**, there has to be adequate funds appropriated to provide the necessary trainings and technical assistance.

THANK YOU FOR YOUR VALUABLE TIME AND ALLOWING ME TO SHARE SOME OF MY IDEAS AND CONCERNS REGARDING THE INDIAN HEAD START ISSUES.

It is great that this Hearing is taking place on **INDIAN AND ALASKAN NATIVE HEAD START PROGRAMS**. In conclusion I want to thank the two committees for hosting this joint hearing and specifically thank to Senator Inouye for his tremendous leadership and concern for the welfare of all of our Indian Children.

I would also like to invite you to visit the Fort Belknap Head Start program whenever you can come to Montana.

I would be pleased to answer any questions which you may have at this time.


British Columbia
Alberta
Saskatchewan
Canada
State of Montana
Missoula
Great Falls
Bozeman
Billings
Miles City
Glasgow
Fort Peck Dam
North Dakota
South Dakota
Wyoming
Idaho
Map of the Fort Belknap Reservation in North Central Montana
Harlem
Ft. Belknap
Dodson
FORT BELKNAP
INDIAN RESERVATION
Home of the Gros Ventre
&
Assiniboine people
Phillips County
Lodgepole
Hays
Blaine County

Grand Portage Head Start
P.O. Box 368, Grand Portage, Minnesota 55605 (218) 475-2234

March 23, 1994

TO: Senate Committee on Indain Affairs

FROM: Julie Lessard, Director
Grand Portage Head Start

RE: Head Start Reauthorization Act
S.1852

"Good Morning, Mr Chairman. My name is Julie Lessard and I am the Director of the Grand Portage Head Start Program in Grand Portage, Minnesota. I am very honored to be here on behalf of the Grand Portage Band of the Chippewa Indians to present our views on S. 1852. I also want to thank the Chairman and Vice Chairs of these two committees for their tremendous work on behalf of Indian children.

Grand Portage reservation contains 56,000 acres of wooded and rugged terrain and is about 150 miles northeast of Duluth, Minnesota in the extreme tip of land which is bordered by Lake Superior and Canada. The community consists of 350 people, of which 15% are under the age of six. Head Start has been serving the children and families of our community for 24 years. We receive federal funds to serve 15 children and state funds to serve 5 children. At this time we are experiencing a decrease in children ages 3 -6, however, by 1995-96 the number of children to be served will increase by 5%. Unfortunately, these children and their families may not have Head Start services available to them. The restrictive income guidelines will eliminate 57% of the families with age-eligible children and we may lose our program.

Our Head Start Program is the only early childhood program available within a 40 miles radius. Also, one would have to travel 5 hours to reach another Head Start Center. Without the Head Start program in Grand Portage, the children would not have a quality, culturally sensitive pre-school experience to prepare them for public school and more so than possibly any group of children nationwide, Indian children need this program. Our Head Start provides a positive base of self-identity for our children with the integration of the Ojibwe culture into all apspects of our program. Cultural enhancement includes Ojibwe language classes for children and parents, participation in seasonal activities such as wild ricing, fishing, collecting maple syrup, and involvement of elders in the classroom.

Of the issues specific to Indian Head Start programs, ourparticular concern is the restrictive income guidelines. As I stated before, 57% of the potentially eligible families for Head Start next year will exceed the income guidelines. Our reservation has experienced a dramatic growth in our economic development which has effected the income status of the majority of families living in the community. With money generated by the 1854 Treaty, a casino was built and the wood products industry was expanded. These two tribal business have provided employment opportunities to our families. These parents are now able to join the work force and have become more self-sufficient. However, these families have now become the "working poor", for example, in Grand Portage a half gallon of milk costs 50% more than it does in Minneapolis. We are not talking about high wage earners, the majority of the families over the income guidelines for Head Start are still eligible for other federal assistance programs. These children qualify for free or reduced lunches provided by Child and Family Food Program, but can't get into the Head Start Program. Parents are trying to return to our community but the fear that there may be no Head Start or housing available prevents their return.

We fear that soon we may lose our Head Start program because we will not have enough income eligible families to fill the 15 slots currently funded. We will have one third of our children in a quality educational program and the other two thirds will have nothing available to them. This one third includes the 10% of funded slots that can be over-income. This should not happen.

We understand there is precedent to deal with the Native American population differently. In 1979, I believe, the Gravel Amendment was adopted to the National Head Start Act, which is known as the "poverty of access' provision. Whereby, if a community meets certain criteria, it can serve all children whether or not they are income eligible. Unfortunately, we have been lead to understand that this provision only applies to Alaska Native Village programs. We believe our community meets all the criteria set forth in that Amendment and question why this piece of legislation applies only to Alaska Native Village programs. We ask that the Congress include language to amend S.1852 which would allow tribes to serve as many Indian children as possible, regardless of the income eligibility guidelines.

I conclusion, I want to thank the two Committees for hosting this joint hearing, and specifically thank Senator Inouye for his tremendous leadership and concern for the welfare of all our Indian children. I also want to thank your excellent Committee staff, who have shown great concern about the future of our Head Start program at Grand Portage. On behalf of the Band, we sincerely appreciate any assisstance which you could provide to ensure that our children have a Head Start program to attend next year.

TANANA CHIEFS CONFERENCE, INC.
122 FIRST AVENUE
FAIRBANKS, ALASKA 99701-4897
PHONE (907) 452-8251 FAX (907) 451-8606

"Good Morning, Mr. Chairman. My name is Sarah Kuonzli and I am the Director for the Tanana Chiefs Conference, Inc. Head Start serving the Interior of Alaska. I am very honored to be here on behalf of the Alaskan Head Start programs to present our views of S.1852 the Head Start reauthorization legislation, and to address the needs of Alaskan Native Head Start families and children. I also want to thank the two Chairs of the Committees, Senator Inouye and Senator Kennedy, as well as Senators Kassebaum and Senator McCain, for their leadership in promoting the cause of Indian children as well as all other children nationwide.

There are 12 Head Start grantees in the State of Alaska; 7 grantees are Region XI (American Indian Program Branch) and 5 are Region X. Alaska Head Start programs serve 2,645 families with children , ages prenatal to school age, of which 71% are Alaskan Native. The unserved/underserved population in Alaska is approximately 8,000 children and families of which 48% are Alaskan Native.
We live in a State with three major cities, where two of the major cities are linked by a road, the one road leading in and out of the State, where there are no counties. We live in a State where the majority of the Alaskan Native population lives in small, rural remote villages accessible only by small airplane or boat. Villages where people are dependent upon a subsistence lifestyle and cultural heritage. Villages with limited health resources; a Doctor and Dentist visit once a year and a Public Health Nurse makes every effort to visit quarterly, where 48% of the communities are without piped water and sewer systems. A land that is rich in beauty and bounty, where living requires constant vigilance and strength and energy, where there are few, if any, luxuries. These are the areas that are the most difficult to serve and the most costly to serve; where the most need exists.

One Region XI Alaskan grantee is a Federally recognized Reservation. Six Region XI grantees in Alaska are Native Non-Profit organizations which were organized under the Alaska Native Land Claims Settlement Act to represent and serve the tribes in identified regions. The tribal status and government to government relationships must be maintained in Indian Head Start programming.

The Tanana Chiefs Conference, Inc. (TCC) represents 43 Athabascan Indian tribes in a geographic services area covering 236,000 square miles, three-quarters of the State of Alaska. The TCC Head Start provides comprehensive early childhood education and care to 185 families and children living in 10 villages along the Yukon River.

I strongly support S.1852 - reauthorization. We need to protect the integrity of the Head Start philosophy which has made Head Start programming successful for the last 29 years and to identify changes which will continue the success of programming in the 21st Century.

The following are four points which I wish to make that are specific to Head Start programming in Alaskan Native villages. I believe these points should be included in the language of reauthorization to improve the integrity and intent of Alaska Native Head Start programming.

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1. Facilities
The Region XI Head Start programs in Alaska provide both Center base and Home base programming to families. Facilities are becoming more of an issue as grantees expand to new communities and as existing facilities fail health and sanitation inspections. Capital Improvement funds (State) have been instrumental in the original construction of Head Start facilities. These funds are no longer as prevalent and therefore communities are searching for funding to construct facilities. Renovation of existing facilities would be more costly than new construction. The current option of purchasing modulars has been feasible for the grantee in Southeast Alaska, however existing modular construction is not feasible for the western, northern nor interior villages due to extreme weather conditions. Head Start programs (Tribes) need to have the option to construct facilities.

2. Poverty of Access and Income
Head Start is a program for families in the State of Alaska. Head Start programs must have the flexibility to provide services as determined by the needs identified by the community and the families. Rural, remote villages are small communities with populations of less than 1,000 with the majority of the families related to each other. The villages are inaccessible in a traditional sense (no roads), have minimal health services, and have limited educational experiences for adults and children. Employment opportunities in the villages are limited by remoteness and the cost of living is determined by freight costs and distances.
The "poverty of access" ruling should be accessible to all tribal programs, stting that reservations also have limited access to resources and educational experiences for children and adults. Currently the Administration does not consider the "poverty of access" ruling as applicable outside of the state of Alaska. The needs of families should be more of a priority than the income that they are able to earn. I suggest that Sec. 645(a)(2), sentence 1 be re-written as follows: "Whenever a Head Start program is operated in a community with a population of 1,000 or less individuals and/or-". This language would insure that Head Start opportunities are available to all children living in small communities, reservations, villages.

3. Programming in Infants and Toddlers
The Alaskan population is a young population, with several areas of the State experiencing population explosions. The Region XI Head Start communities in Alaska have identified that services beginning prenatally and continuing to school age are of great importance. Issues that support this focus include a rise in teen births, and children born affected by substances (alcohol, cocaine, etc.). In small rural villages, services to only three or four year olds is not appropriate. Instead, services to families, beginning prenatally and including elders and community service providers are appropriate. A comprehensive Head Start that begins educational programming and support for parents prior to birth and continues to school age (and beyond with transitioning) provides the time to actually facilitate and impact families. I suggest that Sec. 646 include language allowing for prenatal to compulsory school age Head Start programming in communities with a population of 1,000 of less.

The Head Start grantees in the State of Alaska are encouraged that the reauthorization has added a new section "Programs For Families With Infants and Toddlers". However, there is concern that this is a new initiative and does not build upon the successful programming of the Parent Child Centers. The language also suggests that Parent Child Centers would not continue past 1997. Assurance needs to be made to Parent Child Center grantees who are providing quality programming and are within guidelines, that programming will continue past 1997.

4. Training

Our Head Start programs are training sites for parents and community members which provide quality comprehensive early childhood services to children. Comprehensive early childhood education and care training is the foundation of a quality Head Start program. The Child Development Associate credentialing program has provided an avenue for Head Start Education staff to be recognized for their competence in this field. I would like to present three issues under this heading.

a) Staff credentials

Head Start programs located in rural remote villages do not have a qualified resource base for staff. Villages have limited, if any training opportunities. Head Start is the one program that provides employment as well as competency based training. For many adults in our villages this training is their first opportunity to increase their skills and knowledge. The State of Alaska does not provide an Early Childhood Teacher certification. The University of Alaska does not provide an Early Childhood Education degree program. Therefore our only option to comply with "staff qualifications" is to provide training so that staff may complete the CDA assessment.

b) Timelines for completion of a Training program

The TCC Head Start staff training program is comprehensive and requires a minimum of 1.5 program years to complete. The first year of employment, all education staff begin in the Caring For Preschool Children training program which covers the 13 functional areas of CDA. Staff are allowed one program year, September to May, to complete this training program. The next program year, beginning in September, staff proceed with the requirements necessary to complete the CDA assessment process. Staff are usually ready to apply for assessment by February. This means that the assessment will take place during March - June of that year. The language of the legislation does not take into consideration the time involved in providing training through a distance delivery system. I would suggest that the waiver system allow for Head Start staff to obtain a CDA credential within two years of hire where circumstances and location are such that opportunities and resources are limited.

c.) Cost of Training:

This training is usually provided by our Head Start component coordination staff during on-site visits and through tele-conferencing. This process is very valuable, however very time and energy consuming. The Tanana Chief Conference, Inc. Head Start program receives $5,000 for the CDA/T&TA programming. We have seven (7) staff who have applied for CDA Assessment this year at a cost of $9,700. The cost of a CDA credential for a TCC Head Start staff person is $2,800 and includes only the costs for on-site travel and teleconferencing. It does not include staff salaries as the trainers/advisors are also component coordinators. There are seven more staff who will be completing their CDA requirements for FY95.

Costs for Pre-Service training, parent workshops / training opportunities are above and beyond these costs and are taken from direct program funds.

The language of the Head Start reauthorization is supportive of training and identifies the importance of competent staff. This language does not recognize the reality of providing such training nor the feasibility of community members being "qualified" prior to hire.

I would like to thank the two Committees for hosting this hearing and for allowing me to testify. I would also like to thank Senator Inouye for his outstanding leadership and concern for the welfare of all our Indian and Alaskan Native children and support him in his continued efforts. If you have any questions, I would like to answer them now.

ALASKA HEAD START

Annual Report for 1993

State of Alaska
Walter J. Hickel, Governor

Department of Community & Regional Affairs
Edgar Blatchford, Commisioner

ALASKA HEAD START
Community & Rural Development Division-DCRA
FY93 REPORT

Head Start is a comprehensive community development program that provides for low income young children and their families through:

Grants to 11 grantees across the state;

Comprehensive services to over 2,500 children and families in 79 communities;

Local hire of low income parents as teachers, aides, cooks, program administrators that provides them with career opportunities and course work through the state university system that can lead to an A.A. and B.A. degree, CDA (child development associate certificate).

Management information system. ChildPlus III for collection of planning information from Head Starts statewide;

Monitoring of Head Start programs in partnership with Region X and the American Indian Program Branch from Washington, DC. These week long monitorings review grantee's compliance in all Head Start performance standards;

Alaska Interagency Committee on Young Children, representing DCRA, DOE, HSS, DPS, DEC. The committee meets quarterly in the Governor's Conference Room;

Head Start Health Improvement Initiative that has published a draft of standards of practice for dentists working with young children (particularly in rural Alaska), educational materials for parents and providers, WIC, Infant Learning Public Health Nurses. Mental health information based on a family wellness model that will be used by providers and communities. Some of this project will be incorporated into national health service delivery systems;

Head Start State Collaboration grant which:
-publishes a statewide newsletter - Alaska's Children
-facilitated a MOA for services to young children with disabilities in conjunction with DOE, HSS, DCRA
-facilitated the first collaborative work plan for the Interagency Committee on Young Children
-will publish a directory of services for young children in departments throughout state government
-supported the establishment of the Alaska Head Start Association that includes families, friends staff and will be part of the national Head Start network
-produced two Head Start spots for television, with the Governor's Media Center on "Parents as Teachers" and "Dental Health"
-Plans for Head Start in Alaska with the Head Start Directors and Region X and American Indian Program Branch, Head Start Association for a continuum of services for low income young children and their families that supports self sufficiency.
-provides transition planning for Head Start families into public school
-reviews state department data systems on services to low income young children in the state

Alaska Head Start Program
FY 93

State Head Start Grants
$5,585,045

Community In-Kind
$2,241,876

Federal Head Start Grants
$8,496,281

AT WORK FOR FAMILIES AND CHILDREN THROUGH . . .

Head Start Director's Association

Alaska Head Start Association

Alaska Interdepartmental Committee on Young Children

Department of Community & Regional Affairs
Head Start, Collaboration Project
Child Care, Economic Development
JTPA, JTPO, STEP, Community Regional Planning

Department of Education
Preschool Certification
Chapter 1
Migrant Education
Special Education
Even Start
School Funding

Department of Environmental Conservation
Environmental Health
Village Safe Water

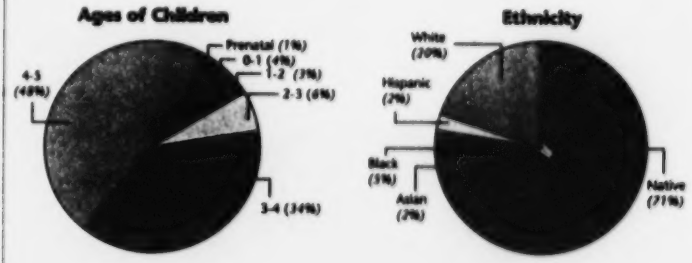
Department of Health & Social Services
Public Health
Family & Youth
Mental Health
Disabilities
Public Assistance

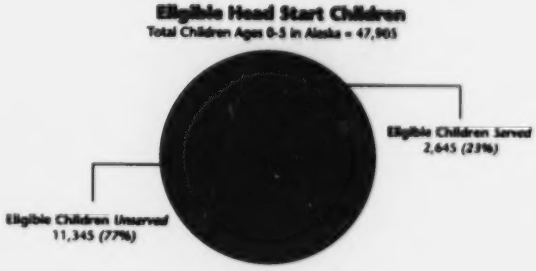
Project Pride—Anchorage School District and Head Start Transition Project

S-1

Alaska Head Start Program
FY 93

Who Do We Serve?





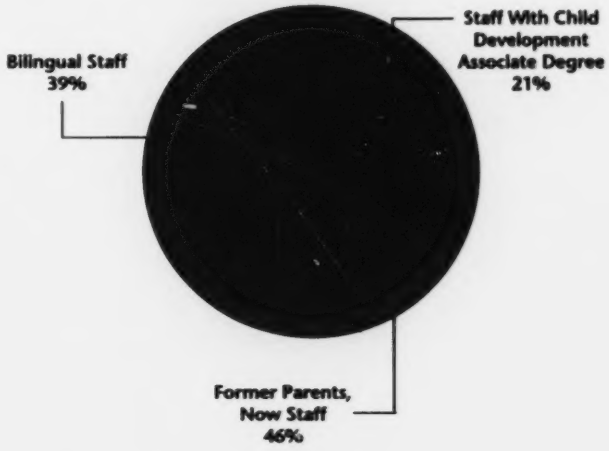
Families/Communities Served

Families 2,377
Communities 79

S-2

Alaska Head Start Program
FY 93

Who Provides Services to Head Start Children?



Volunteer Hours 66,487

S-3

Alaska Head Start Program
FY 93

Health Status Report

Medical/Dental
Total Children Served = 2,645

- Completed medical screening 1,870 (71%)
  18% need medical follow-up
- Completed dental screening 1,903 (72%)
  32% need dental follow-up

Immunizations

- 90% (2376) of Alaska Head Start children have completed immunizations
- <60% of children nationwide have completed immunizations

At Risk/Handicapped
Total Children Served = 2,645

- Diagnosed Handicapped 11% (300)
- Children At Risk 55% (1,462)

Risk factors include:
- child poverty
- poor emotional health
- Physical/sexual abuse
- substance abuse in home
- developmental delays
- chronic health problems
- environmental factors (lack of water/sewer, etc)

Investing in Prevention and Healthy Child Development

All children need a Healthy Start, a Head Start, and a Fair Start if they are going to grow up happy, well-educated, and productive. A number of investments that get children off on the right foot in life have been proven to work *and* to save public dollars. They need to reach every eligible child immediately to ensure that no child is left behind. We need to change the terms of the debate from how we can afford to make these investments to how we can afford *not* to.

A Healthy Start

All children need basic health care. For every child:

$1 on childhood immunizations	saves $10 in later medical costs
$1 on comprehensive maternity care for pregnant women	saves $3.38 in later health costs
$1 on food and nutrition counseling for pregnant women in the Special Supplemental Food Program for Women, Infants, and Children (WIC)	saves $3.13 in Medicaid costs due to low-birthweight babies

A Head Start

Good preschool and comprehensive child care help children get ready for school, keep up in school, and prepare for future work.

$1 for quality preschool education, like comprehensive Head Start	saves at least $3 in later special education, crime, welfare, and other costs

A Fair Start

All parents need adequate income. All parents should support their children to the best of their ability. Children's parents need jobs at decent wages, income supports, fair tax policies, and paid parental leave so that parents have an option to remain at home to meet children's needs. Parents also need quality child care if they choose to work outside the home. Preserving families through family preservation services rather than breaking them up through foster care, and decent, stable housing rather than homeless shelters must be incorporated in social policy for all children and families.

$1 for comprehensive job training education, and support services through the Job Corps	saves $1.46 in later crime, welfare, and other costs and lost tax revenues
$786 a month for homelessness prevention and support services (in one model program)	saves $3,000 a month to shelter a homeless family in a hotel
$4,000 per family for family preservation services that help	saves $10,000 for one year of foster family care for one child

ALASKA

Percent of children in poverty, 1989: 10.9% (rank: 3)

Another child is born into poverty every 6 hrs, 12 min

		All Races	White	Black	Latino
Child population, 1990	Number	172,544	121,184	7,668	6,753
Children as a percent of state population, 1990	Percent	31.3	30.2	35.2	37.9
Incidence of low birthweight, 1988 (as percent of all births)	Percent	4.8	4.6	6.7	NA
	Rank	1	1	1	NA
Percent of babies born to mothers received late or no prenatal car 1988 (as a percent of all births)	Percent	3.6	2.6	NA	NA
	Rank	11	8	NA	NA
Births to teens, 1988 (as a percent of all births)	Percent	10	8.6	12	NA
	Rank	11	13	2	NA
Total unemployment rate, 1990	Percent	6.9	6.7	13.6	NA
	Rank	47	47	27	NA
Youth unemployment rate, 1990	Percent	16.3	15.6	NA	NA
	Rank	39	42	NA	NA

- 9.2 Alaska infants died for every 1,000 live births in 1988 (rank: 28) (change, 1980-1988: -35.2%)
- In FY 1988, Alaska ranked 2nd in child care expenditures per child in the state.
- 2.4 percent of Alaska's 3- to 5-year olds were enrolled in Head Start in FY 1990
- In 1988, one worker could care for 8 six-month-olds in an Alaska child care center (recommended maximum: 3 or 4)
- 66.8 percent of Alaska students who entered 9th grade in 1984 graduated in 1988 (rank: 43)
- Alaska spent $1.89 per pupil in its 10 best funded school districts for every $1.00 spent in its 10 lowest funded district in 1987-1988.
- Children were 67.3 percent of Alaska's Medicaid recipients but accounted for only 31.3 percent of Medicaid spending in FY 1988.
- Child support was collected in 21.4 percent of Alaska cases in FY 1990 (rank: 13).
- Renting a moderately priced 2-bedroom apartment cost 65.9 percent of the income of a person earning the minimum wage in Alaska in 1991 (rank: 46)
- 2,002 Alaska children were in foster care on the last day in FY 1988.
- There were 7,716 reported cases of child abuse and neglect in Alaska in 1988.

Note: The data on foster care and on child abuse and neglect cannot be compared between states.

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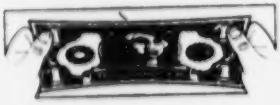
Alaska Head Start Program
FY 93

How Much Does It Cost?



Cost Per Head Start Family/Child for Comprehensive Services*

State	$2,042
Federal	$3,629
Community (in kind)	$953

Future Savings for the State

For every $1.00 invested per child, the State saves $4.75 in future costs of special education, public assistance and crime, so that:

The state spends $5 million and saves $26.5 million

Total Dollars Invested in Head Start Families and Children

State Share	$5,585,045
Federal Share	$8,496,281
Community (in kind)	$2,241,876

* *Comprehensive Services Include*
- health services
- mental health/wellness
- nutrition
- physical
- Parent involvement/education
- disabilities
- training, jobs, career development
- education

S-7

ALASKA HEAD START

	FY90	FY91	FY92	FY93
Communities HS serves	62	68	75	78
State Share $	3,963,800	4,772,509	5,648,174	5,585,045
Federal $	5,371,502	5,533,669	7,011,565	8,496,281
Community $	1,681,313	1,841,988	1,883,339	2,241,876
State cost per child	2,016	2,168	2,333	2,042
Federal cost per child	2,731	2,659	2,896	3,629
Children served	1,967	2,081	2,421	2,845
Families served	1,813	1,967	2,138	2,377
Children at risk	1,046	947	979	1,462
Diagnosed handicap	215	263	285	300
Screened-medical	1,700	1,813	1,787	1,870
Screened-dental	1,467	1,498	1,812	1,903
Immunized	1,732	1,763	2,150	2,376
HS staff	348	380	417	469
Staff is/was parent	211	225	217	218
Bilingual staff	160	161	179	185
With CDA credentials	94	93	91	97
Age: Prenatal			38	23
0-1			76	100
1-2			96	86
2-3			148	163
3-4			920	1,012
4-5			1,144	1,262
Volunteer hours		44,710	59,374	66,487

78-433 - 94 - 6

Alaska Head Start Program
FY 93

Alaska Head Start State Collaboration Project
*Kayutkutulluni Oepghalleq—Working Together

Marilyn Webb, Alaska Head Start State Collaboration Project Director

The Alaska Head Start State Collaboration grant is starting its second year of "helping each other work together." The grant comes through the governor's office to the Department of Community and Regional Affairs, State Head Start Office, Juneau, Alaska. The five year $500,00 grant was awarded to the State by the U.S. Department of Health and Human Services. State match funds for the grant are 20%.

The Project's goals are:

- *to support/facilitate working on statewide community, family based models of prevention, using Head Start comprehensive services as a model;*
- *to be a statewide contact and resource on a continuum of comprehensive services to low income young children and families throughout Alaska;*
- *to establish and support collaborative agreements and working relationships between agency and department programs; and*
- *to network with and link state departments and federal agencies who have programs for young children.*

Where the project is now . . .

The Alaska Head Start Health Improvement Initiative on dental health and family wellness will be a primary collaboration task. The efforts to promote appropriate, cultural family centered services to Head Start has broad ranging implications for use throughout the state. The project continues to collaborate with Indian Health Services, dentists, WIC, Infant Learning, preschools, and child care programs through meetings and conferences. Information on nutrition, getting ready for the dentist, curriculum activities for classroom and home have been piloted. Family centered standards of care for dentists treating Head Start aged children has been approved by the American Academy of Pediatric Dentistry and the Alaska Dental Association.

The Health Training and Technical Assistance Project's final meeting was held in September. The T/TA working group reviewed the goals and accomplishments for this three year project and began assessments for the continuation of T/TA through the new Head Start TASK training centers. A final report for the project will be published in January.

The Alaska Interdepartmental Committee on Young Children has produced a two year collaborative work plan. This work plan represents the priorities for young children in the State Departments of Community and Regional Affairs, Education, Health and Social Services, Environmental Conservation and Public Safety. The Committee meets quarterly and its members are the "experts" in early care, education, and health in these departments. The collaboration project will publish the first state department Directory of Services for Young Children in conjuction with this committee.

This year a statewide memorandum of agreement between three major state departments; Community and Regional Affairs, Health and Social Services, and Education will be signed by commissioners. This MOA is a model for services for Head Start children with disabilities in Alaska. Local Head Start Programs can use this for the facilitation for local plans. The MOA includes and recognizes child care as part of this continuum. As these services are expedited for Head Start children, other state children's programs may replicate the process.

Two "Head Start Minutes" were produced as television media spots by the collaboration project and the Governor's media center. The subjects are dental health and parents as the child's first teacher.

Alaska now has a brand new Head Start Association that will have it's first statewide meeting in January, 1994. Ron Herndon, President of the National Head Start Association, Alaska's First Lady and Honorary Chair of Alaska Head Start, parents, staff and

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Alaska Head Start Program
FY 93

friends of Head Start will attend.

Advisory committees and conferences have given the collaboration project the opportunity to participate statewide in planning for and linking services for our children and families. We sit on the advisory committee for the state's Health and Social Services Children's Health Plan; the Protocol Committee for Maternal and Child Health, Public Health Nursing; the University of Alaska's full inclusion project; the Child Care Task Force; the Head Start Directors' Association; the Alaska Training and Technical Assistance Support Center; and have been a resource for Healthy Alaskans 2000.

Alaska's Children is the quarterly collaboration newsletter. The publication reports Interdepartmental news, special projects, collaboration issues, events, profiles of child advocates . . . It is a statewide publication concerning collaborative issues and advocacy for young children. In a remote state like Alaska, which is twice the sized of Texas, *Alaska's Children* has become a welcome forum for many ECE professionals.

What's Next in *woosh een yei jidanei (working together)

The basket maker in a remote Alaskan village plans her weaving carefully. She must take into account the purpose, the continuity of design, conservation of materials, the market, the strength of execution. So for us, the collaborative challenges unfold and must be woven into the fabric of our state's service. As we work to meet our objectives, new ones present themselves. We will move into transition programming possibilities with Chapter 1 and migrant education. Our resource guide on children's services will help define collaborative priorities statewide, the Alaska Head Start Association will provide advocacy for the state's programs during expansion and change. Our health focus looks at partnerships with EPSDT as a beginning place for exploring better services for Head Start.

The collaboration project has been a "lightning rod" for young children's issues. We are capturing the state history of advocacy for young children over the last 20 years through a "time line" so we can move on without losing the valuable work done by a variety of public, private, state and federal resources for children in Alaska.

The State's technology and information systems on children's programs and services need to be reviewed, integrated for utilization of planners and managers.

The challenge is *ilakluta caliluta (working together) for the future. It will continue to be an opportunity for meeting our goals and objectives, be open to revision and change, to know when to refer, when to facilitate and to remain objective and non-partisan while working in the political, ever changing state bureaucracy.

On September 10, 1997, our headline should proclaim that the successful Alaska Head Start State Collaboration Project has improved services to young children in Alaska. It will have been accomplished through system reform supported through

- *"Kayutkutulluni Oepghalleq - "helping each other work together", St. Lawrence Island Yupik-Sevoonga and Gambell, Alaska —John Waghiyi, Jr.*
- *"Woosh een yei jidanei - "working together" Tlingit language, Southeast, Alaska —Nora Dauenhauer*
- *"Ilakluta Caliluta - "Working Together" Cupik language, Chevak, Alaska—Teresa Pingayak*

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Alaska Head Start Association

In June of 1992, training and technical assistance was presented to a group of people with a vision to create an Alaska Head Start Association. By-laws, policies and procedures, budgets, and dues schedules were drafted by this dedicated group; and on February 19, 1993, during a statewide teleconference, the Alaska Head Start Association became a reality.

The purpose of the Alaska Head Start Association is to support the Alaska Head Start community, to advocate for children and families, and to provide training and professional development opportunities. Representatives of various members of the Association will meet periodically to plan and carry out activities for the target groups, i.e., parents, staff and directors; and to promote Association activities. The Association is organized as a non-profit organization for charitable, educational and literary purposes.

Guidance for the Association will be provided by an Executive Board and six standing committees. The Board will consist of nine elected members, of which at least 3 will be program parents, 2 program directors, 2 program staff and 2 friends. Board members will be elected at the Association annual meeting. The standing committees will include: Planning and Development, Communication, Networking, Training, Election and Membership, and By-Laws.

An annual meeting of the membership will be held in January of each year. Regular meetings of the membership will be held at times and places designated by the membership. Teleconference and telecommunications will be utilized to provide a broader participation in Association meetings.

The Association will consist of directors, staff, parents and friends affiliated with Alaska Head Start program.s The Association will be supported by dues paid annually by members of the Association. Individuals who wish to support the Alaska Head Start Association are encouraged to join. Dues for "friends" of Head Start are $20.00.

The Alaska Head Start Association now joins a nationwide network of Head Start organizations: The National Indian Head Start Directors' Association and the National Head Start Association. These powerful organizations represent local, state and regional interests through the formulation and promotion of a nationwide policy agenda and advocacy agenda. These agends address legislative and policy issues and other areas of concern within the Head Start programs. Key issues that are included in national agendas include:

> sovereignty
> Jurisdiction
> Eligibility
> Full Funding

> Training and Technical Assistance
> Service Expansion
> Construction
> Costs of Operation
> 20% Match
> Administrative Costs
> Full day/full year
> Wages/Benefits/quality set aside
> Prenatal to age three programs

Head Start Expansion

As a result of increased federal funding for the Alaska Head Start Program, four Head Start programs began serving more children this fall. These programs include: Saxman, Kawerak, Chugiak Children's Services and Fairbanks Native Association.

Tlingit and Haida Central Council - Saxman Head Start Center Because of a creative and productive partnership with the City of Saxman, a new Head Start Center will be opened in Saxman in November. A new addition on the Saxman Community Hall houses a center for 20 Head Start children and their families. Children, ages 3 to 5 will attend the program Monday through Thursday from 9 to 1pm. Prior to the opening of the actual center, the children were served through a home based Head Start Program. The program provides a home visit of 1 1/2 to 2 hours once a week for each Head Start child and their family. The City of Saxman provided temporary offices at City Hall for Head Start staff prior to the opening of the new Head Start Center.

Kawerak Expansion funding from Head Start and a partnership with the Bering Straits School District will provide services for an additional 49 children in three different sites. Head Start comprehensive services will be extended into the existing school district preschool programs at Brevig Mission, White Mountain and Teller, Alaska. These services include additional training for existing staff, providing health and social services and establishing a parent council to proivde input into the program and services.

Chugiak Children's Services Expansion funds are providing new opportunities for 12 Big Lake/Houston area children and their families. A new home based program will serve 4 years olds in the area with comprehensive Head Start programs through a 1 1/2 to 2 hour weekly home visit. The children and family members will also participate in a center based experience three times a month. Children will be transported to the Wasilla Head Start Center or on various field trips on the program's new 22 passenger bus. The bus may travel as much as 100 miles to transport the children to and from their homes to Wasilla. Close to 30 applications for this new home based program were received by the Chugiak Children's Services.

Fairbanks Native Association On September 13, a new Head Start Center opened in Fairbanks. The new center will serve 60 Native Head Start children and their families. Twelve staff members will provide comprehensive services to the children and families. Of the 12 staff members at the center, six are Native Alaskans. Two of the Native teachers at the center have elementary school teaching certificates, Associate or Early Childhood Education certificates. The new center will have three classes per day: morning, mid-day and afternoon sessions.

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THE ALASKA HEAD START HEALTH IMPROVEMENT INITIATIVE

The Alaska Head Start Health Improvement Initiative (AHSHII) has been created in response to government willingness to focus service improvement resources on the Head Start population in Alaska. AHSHII is the administrative and organizational umbrella for three interrelated projects now underway to improve the health of preschool children in Alaska Head Start programs. These projects are: The Family Wellness Needs Assessment, The Health Start Dental Project and the Technical Assistance and Training Project.

We now know more about how to prevent and treat children's health problems than is reflected in the care available to preschoolers in Alaska Head Start programs. With greater emphasis on meeting the health care needs of children and mothers, new government prevention efforts bolster the health of Alaskan infants and toddlers. However, the scarce health care resources available to the 1800 preschool children in Alaska Head Start programs remain primarily focused on solving acute or emergency health problems.

For maximum benefit, early health care investments for children zero to three years should be maintained through the preschool years. Finding solutions that will have lasting impacts requires a multi-dimensional view. Quick fixes to improve health care do not work. Existing family and system strengths must be harnessed to a collaborative problem solving process. Strategies that improve health care access, increase the numbers of qualified health care providers, and reduce the fragmented condition of the health care system in ways that Head Start families find most useful and acceptable must be identified and activated. Each of the ASHII projects, described on the following pages, is designed to build new strategies to improve our children's health.

With a philosophy of family and community empowerment, Head Start is ideally suited to play a pivotal role in improving the health of preschool children in Alaska, but coordinated planning among government systems is needed so scarce health resources target those children who need them most. Alaska must invest in the future through emphasizing prevention for its youngest citizens.

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The Family Wellness Needs Assessment

The goals of the Family Wellness project is to describe the home environments of Alaska Head Start children, the impact of that environment on their behavior and activities, as well as resources that could be created or enhanced to build resilient (or protective) factors that would reduce stress in the child's environment. The project was carried out in partnership with the Alaska Native Health Service and the Alaska Head Start Program.

The project design includes three interconnected tiers of information. Tier One was designed to outline the facts of life which can influence the capacity of Head Start families to protect and nurture their children. This work, completed in 1991, outlined requirements for further study.

Tier Two gathered information about the environment surrounding the Head Start child; specifically information concerning his or her family and community. Tier Three gathered data about the individual children's behavior which could then be examined in the context of the family and community information. The needs assessment for Tiers Two and Three were designed over a 18 month period and identified both areas of risk and protective factors. Interview questions posed to parents explored such areas as caregivers for the child, the stresses in the child's life, and both the stressful components and the supportive factors that are present in the parent's and/or primary caregiver's life. The advisory committee chose to use kinship mapping (family trees and genograms) as the method for identifying family members and members of extended support systems.

Findings from the completed needs assessment show that not all of the 2,529 children participating in Alaska Head Start programs currently exhibit overt effects as a result of exposure to multiple risk factors in their early years. These risks are known to multiply and compound over the childhood years. The result of these risks may not be identified until the children reach adolescence and become part of the daunting Alaska suicide statistics for older adolescents and young adults. For this reason, Head Start realizes that it is imperative to begin efforts to offset these risks in very early childhood.

We know from the literature that many children at risk will have resilience to overcome risk factors even if there are two or more present in their lives. We also know some strategies to reduce the risks and to enhance known protective factors.

The challenge for the Alaskan Head Start system and all other children's advocates in Alaska is to build on the existing knowledge of ways to reduce the negative impact of these risk factors while simultaneously building on the natural strengths and resilience of these children and their environment.

Head Start needs to promote resiliency as the central goal for the children and families it serves, so that young children are positively supported in their longterm development. This will require a thoughtful marriage of the knowledge of the risks posed to children and families with the knowledge that the enhancement of protective qualities promotes this very resilience. Where risk
factors, protective factors, and Head Start intersect, collective wisdom must be applied to identify how best to use or enhance existing resources to support Alaska Head Start programs in meeting the goal of family wellness.

For further information: Sally Mead, AHSHII, Project Director, Prevention Associates, (907) 272-6925.

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Health Start Dental Project

The Health Start Dental Project was conceived as a focused effort to discover and address the causes of egregiously high rates of dental decay among young children in Alaska. In 1989, Dr. David Jones and a team of dentists went to 21 communities and measured the amount of dental decay among 708 Head Start children in Alaska. This effort revealed that Alaska Head Start children have some of the highest rates of dental decay in the country.

- Rural Head Start children have three times more decay than urban children.
- 30% of children have dental disease by Head Start enrollment at age three.
- 22% of the Alaska Native Head Start children had no decay; 65% of the non-Native children had no decay.
- 45% of the Head Start children needed treatment.
- Average cost of treatment for one child was $162.

Major accomplishments of the project include:

Community development

Work began in October in the three pilot sites, i.e. Tununak (a Yupik village of 350 on the Bering Sea coast), Nome (a regional hub in the roadless area), and Anchorage (a multi-cultural program in Alaska's largest city). Parent meetings were held, individual interviews were conducted, surveys were completed, informal discussions were held with staff and parents. In Nome and Tununak Head Start parents were hired to fill the position of Dental Advocate. Dental Advocates are responsible for delivery of the Oral Wellness Curriculum on home visits, and served an important function in facilitating the pilot tests of dental care delivery. In Anchorage, Head Start staff have done needs assessment with families, and the dental pilot and Oral Wellness Curriculum will be completed this summer.

Standards

Concurrently, the Providers Work Group drafted a Standards of Care document, incorporating the best practices as set forth by the American Academy of Pediatric Dentistry, as well as significant Alaska-specific material. The development and piloting of an anticipatory guidance form has also been accomplished, to assist dentists in discussing prevention with parents. We know that our efforts parallel those of a prominent school of dentistry. We look forward to continuing work on anticipatory guidance, guided by the results of the pilot tests and dialogue with the above mentioned authors.

Future Directions

This project has undertaken many exciting initiatives on a community level, a grantee level, a dental provider level, and a policy level. Individual families and Head Start staff, dental providers and state policy makers are excited and eager to continue in the promising direction set. Three "knowns" have been powerfully reinforced through project experience to date:

- To prevent rampant caries in rural Alaska, Head Start must work with families, reaching children before they enter Head Start at age three.

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Head Start needs to promote resiliency as the central goal for the children and families it serves, so that young children are positively supported in their long-term development. This will require a thoughtful marriage of the knowledge of the risks posed to children and families with the knowledge that the enhancement of protective qualities promotes this very resilience. Where risk factors, protective factors, and Head Start intersect, collective wisdom must be applied to identify how best to use or enhance existing resources to support Alaska Head Start programs in meeting the goal of family wellness.

For further information: Sally Mead, AHSHII, Project Director, Prevention Associates, (907) 272-6925.

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- The supply of dental professionals serving rural Head Start children is inadequate.
- Health behaviors change slowly; only a culturally appropriate message delivered over time will empower parents to better protect their children's health.

The pilot demonstration currently under way affords a modest test of new approaches and provides a foundation for future program development. Over the next two years, the Dental Project will concentrate on using the results of the pilot test to further refine our prevention approach in the pilot programs, and on continuing to explore remaining service improvement needs that can be addressed by the project.

A detailed report on the project and recommendations for future project activities is available through the Alaska Head Start office.

The Alaska State Head Start Collaboration Project, DCRA will continue to facilitate, and support, replication and expansion of the health model to other appropriate early childhood providers across the state.

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PROJECT PRIDE

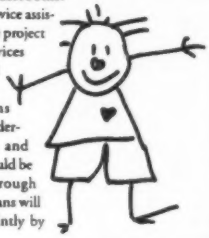
Parents and Partners Responsibly Involved in Development and Education

Head Start provides comprehensive services to low-income children and their families in the areas of education, health, parent involvement and social services. Research indicates that children enrolled in Head Start were more advanced in their cognitive and social development and were healthier than their peers who did not attend Head Start. However, longitudinal data indicates that by the third grade, these early gains made by Head Start children had largely disappeared. This finding, known as the "fade out effect" is believed to be caused by the lack of continuity in philosophy, methods, services and environment between Head Start and public schools. While Head Start children enter school "ready to learn"; public schools may not be "ready to teach".

The federal Administration for Children and Youth, through a series of federal public school demonstration grants to some states, is studying this "fade out effect" and conducting research on how it can be eliminated. In 1991, the Anchorage School District and Alaska Head Start was awarded one of the grants to demonstrate successful approaches in supporting children and families as they move from Head Start through kindergarten and the first three grades of public school. A comprehensive and complex collaboration - Project Pride was established between six Anchorage elementary schools: Chugiak, Creek Side Park, Fairview, Russian Jack, Ursa Major and Williewaw; three Head Start agencies: Kids' Corps, Chugiak Children's Services, Southcentral Foundation; and the University of Alaska Anchorage. In addition to the principal collaborators, state agencies, Native organizations, community health care providers and consultants assisted in the development and planning of this project. Funding for the project included both federal grant monies and support from the Anchorage School District.

Key elements of Project Pride include:

- Parents are involved as participants and decision makers in every component of the project. Parents will be trained as trainers for other parents.
- Funds will be made available to each demonstration school to pay up to 465 hours per site to hire parent workers at the school. This component provides an economic resource, job skills training and serves as an important role model for children who see their parent being actively involved in the school.
- All classrooms participating in the project will follow a culturally and developmentally appropriate model. The Head Start *Creative Curriculum* will be used as a resource providing continuity between Head Start and public schools.
- Comprehensive family support services including health and social services will be made available to all children and families enrolled in the demonstration site classrooms. Twelve family service assistants hired by the project will provide services on an as needed basis.
- Transition plans for incoming kindergarten children and children who would be transitioned through public school. Plans will be developed jointly by



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principals, teachers, Head Start agencies, project staff and parents. Individual transition plans include a portfolio of records and representation of children's work transferred between Head Start and the elementary school.

- Training for parents, school district teachers and staff and project personnel, on all aspects of the project is provided.
- Each demonstration school will develop a comprehensive parent involvement plan.
- A comprehensive project evaluation will be developed and conducted by the University of Alaska-Anchorage.

The first year of the project was devoted to project planning and development, hiring staff, formulating evaluation criteria and establishing committees to direct the project.

The second year of the project began the first operational year in the six schools. During the second year, plans for the project's evaluation component were developed, and training provided for data collectors and data collection begun.

The third year of the 1993-94 school year will begin the third year of the grant. Two grades of children will be involved in the project, Kindergarten and first grades.

Long term goals of the project include:

1. To develop successful strategies where the Anchorage area Head Start programs, parents, Anchorage School District and other community agencies join together, in a collaborative effort, to plan and implement a coordinated and continuous program of comprehensive services for low-income children and their families beginning in Head Start and continuing through kindergarten and the first three grades of public school.
2. To test the hypothesis that the provision of these continuous services will maintain and enhance the early benefits attained by Head Start children and their families
3. To determine the impact (outcomes) on children and families when comprehensive Head Start-like services are delivered over a period of time after the child has entered elementary school.
4. Based on the findings from the project, to make recommendations to the Anchorage School District, Head Start agencies and the community that promote the successful strategies of the project.

Activities for the project usually are recommended and developed through 4 working committees: curriculum, parent involvement, social services, and transition. The project staff, teachers and a great number of volunteers then work on completing the activities.

Although funding for continuation of the project beyond the third year has not been guaranteed, project staff are exploring all services in order to ensure information can be collected on children currently enrolled in the project through the third grade.

For more information on Project Pride, contact Lauralee Ahlman, Project Director at 269-2133.

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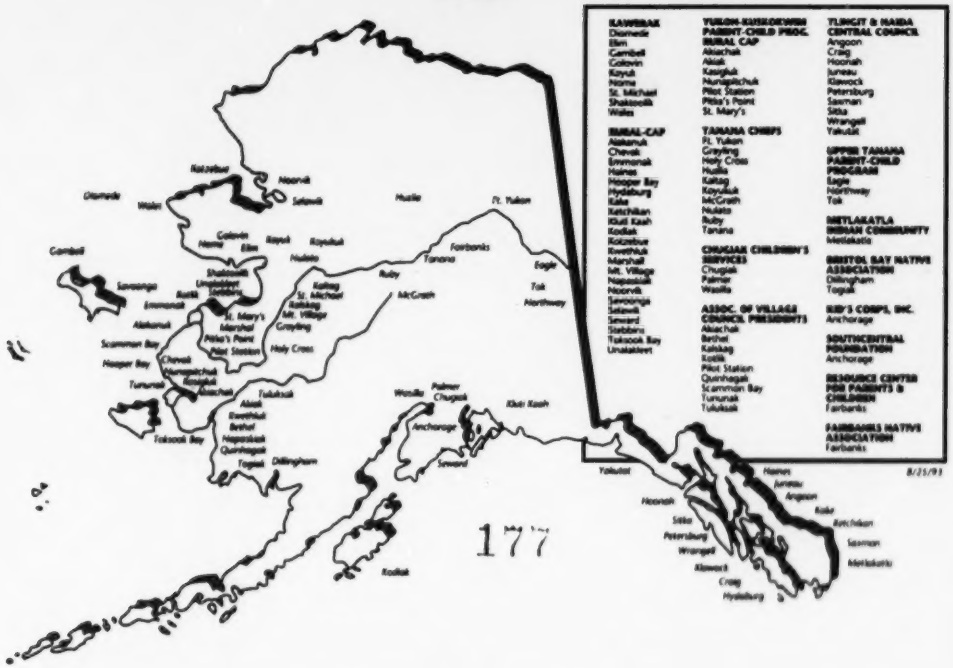

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TESTIMONY OF THE NATIONAL INDIAN EDUCATION ASSOCIATION
SUBMITTED TO THE
SENATE INDIAN AFFAIRS COMMITTEE AND
THE SENATE LABOR AND HUMAN RESOURCES COMMITTEE
JOINT HEARING ON
INDIAN HEAD START RE AUTHORIZATION

March 25, 1994

The National Indian Education Association (NIEA) is pleased to submit this statement for the record with regard to re authorization of the Head Start Program and in particular to address the concerns and needs of the Indian Head Start Programs located on Indian reservations in the continental United States and within Alaska Native communities. We have also provided separate testimony on Head Start appropriations to the Senate Labor, HHS, Education and Related Agencies Subcommittee.

The National Indian Education Association (NIEA) is a unique organization whose membership of over 2,000 individuals includes and represents American Indian and Alaska Native educators and learners of all ages. NIEA believes that education must support and enhance traditional cultures and values, and enable Native learners to be contributing members of their communities. NIEA believes that education is vital to the future of American Indian and Alaska Native people and their communities and nations.

NIEA is directed by an all-Indian Board of Directors whose 12 members are elected from various regions of the country. NIEA is a non-profit agency, founded in 1969 in St. Paul, Minnesota. This year the organization is celebrating its 25th Anniversary. NIEA has a special interest in the needs of young Indian people, in particular, those aged 0-5 years of age who would be eligible for the Head Start Program. NIEA Board member Marian Holstein, a member of the Winnebago Tribe of Nebraska is a Tribal Head Start Director.

Every year NIEA's membership meets for an annual convention and passes a number of resolutions which serve as the basis for NIEA's advocacy agenda and are used in meetings with Congressional committees as well with federal agency officials. Six of the 1993 resolutions addressed issues of concern in re authorization of the Head Start program. NIEA has also gone on record in support of the 1993-94 Advocacy Agenda of the National Indian Head Start Directors' Association (NIHSDA). This agenda discussed 11 issues of particular concern and importance.

NIEA will highlight those areas of special concern to our constituents and ask for your committees' support in amending S. 1853, the Head Start Act Amendments of 1994, which was introduced by Senator Kennedy and others on February 10, 1994. We have discussed these issues by topic area outlined in the bill. We do not have comments on every section of the bill.

Section 2. Monitoring and Quality Assurance. Among other things, this Section directs the Secretary of the Department of Health and Human Services (DHHS) to establish program "outcome measures" to be used to evaluate on-going effectiveness for each local program. It also provides more intensive monitoring of newly-designated Head Start agencies and programs which fail to meet minimum quality standards. Poor performing grantees can be more readily identified and assisted in improving their performance. If a program does not meet quality standards it can be terminated and funds taken away.

For American Indian and Alaska Native grantees we recommend that the American Indian Programs Branch (AIPB) monitor a third of all grantees at least once a year. For poorly performing grantees a technical assistance plan should be outlined and followed. There are at least 125 Indian Head Start grantees in the country; therefore, at least 40 of these should be visited each year.

We are concerned that if a poorly performing tribal grantee had its grant terminated there would be no other potential grantee in the area available to serve Indian children on or near that reservation. Hence the need for closer monitoring and technical assistance for those grantees that may be considered marginal.

Section 5. Goals and Priorities for Training and Technical Assistance.

The bills points out that funds will be used to address program and management deficiencies, training and career development needs of staff and strategic planning and needs assessments to guide program expansion.

NIEA again supports the legislative recommendations of the Indian Head Start Directors' Association with regard to training and technical assistance needs. It is important that language be included to address the needs of programs operated by tribal governments. The allocation of supplemental training and technical assistance funds to Indian grantees are not sufficient for most grantees to address the training needs of staff, parents and volunteers, particularly the mandated qualifications for teaching staff. We ask that the Head Start Bureau reassess the training and technical assistance needs of Indian communities in consultation with the National Indian Head Start Directors' Association.

Additionally, we understand there is currently one training and technical assistance provider for Indian grantees; however, there is not enough travel money for the consulting firm to travel to all Indian programs in need. This situation needs to be changed. A training strategy needs to be structured to meet the unique needs of Indian communities. Some of these communities and village are 80-100 miles or more away from a college campus and it is very difficult to get training. In some instances, a Head Start Program may be able to team up with a Tribally-Controlled Community College for satellite training or send a skilled trainer to go on-site and rotate training in the various communities.

Section 6. Allocation of Funds for Program Expansion.

This section of the bill targets expansion funding to programs within each state based on the number of eligible children currently not served, the concentration of low-income families in a community and for the first time, on the applicant's capability to expand services.

NIEA again supports the Indian Head Start Directors in their efforts to allow American Indian tribal governments to determine their own eligibility for Head Start Programs located on or near Indian reservations. The current financial

guidelines are too restrictive and need to be expanded so that more low-income children can be served. Of course, first preference should be given to those families that are the most needy.

NIEA also seeks legislative changes to the language in the Head Start Act which would indicate the application of the "on or near reservation" designation for Indian Head Start grantees. This would be language similar to that used by the Bureau of Indian Affairs (BIA) in 25 CFR 20.1 (r). This mechanism permits tribes to extend BIA and other social services to tribal members or other Indians within the designated area.

We are aware of successful models for off-reservation Head Start Programs such as the one operated in Rapid City, South Dakota. We would urge favorable consideration of this type of model for future off-reservation programs.

Section 7. Allocation and Use of Funds for Quality Improvement.

NIEA supports amendment of this section, 644 (f) (1) (2) in the existing law, to allow tribal grantees to construct facilities for use by the Head Start programs. Many reservations suffer from a severe shortage of facilities to adequately serve the needs of these early childhood programs. NIEA calls upon this committee to amend the law in order to allow for construction of facilities. The law should also be flexible enough to allow for grantees to rent facilities from tribal governments as well.

The "Final Report of the Advisory Committee on Head Start Quality and Expansion supports this need and says.

> "Consideration should be given to providing special authority for Indian programs to construct facilities with Head Start funds due to the lack of adequate facilities on the reservation."

The stated purpose of this committee, which was convened by DHHS in 1993, was to review the Head Start Program and make recommendations for improvement and expansion. There were two American Indian members of the Committee.

The Committee also recommended that:

5

"The current policy which restricts Indian programs from serving Indian children off the reservation should be reviewed. In addition, the eligibility criteria for children on reservations should be reviewed and consideration given to serving all children on reservations with high poverty levels."

Administrative Cost Issue. NIEA shares the concern of the Indian Head Start Directors regarding the 15% administrative cost allowance. Many Indian Head Start grantees have difficulty in administering a quality program with the 15 % limitation. We feel that this amount should be increased after consultation with the project directors.

Indian Preference in Hiring in the American Indian Program Branch of the Head Start Bureau. NIEA requests that the current law as well as the 1994 Amendments be changed to include a provision for Indian preference in hiring in the AIPB. A similar provision was included in re authorization of the Administration for Native Americans (ANA) in 1992. This agency is a part of the Administration for Children and Families in DHHS. The Head Start Bureau also needs to seriously consider reclassifying existing positions to the GS 12 and GS 13 Federal Pay Schedule in order to attract more qualified American Indian and Alaska Native personnel. Staff needs to be culturally sensitive to the needs of Native people in the field.

In summary, we thank the Chairmen of the Senate Indian Affairs Committee and the Senate Labor and Human Resources Committee for allowing us to submit this testimony and for holding this special hearing on the needs of American Indian and Alaska Native Head Start grantees. NIEA is concerned about the needs of this particular segment of our constituency and urges your committees to act on these recommendations for change.

PUEBLO OF ZUNI
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ZUNI, NEW MEXICO 87327

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Councilwoman
OWEN R. BOBELU
Councilman

In reply refer to:

505-782-4481

April 01, 1994

Honorable Daniel K. Inouye, Chairman
Senate committee on Indian Affairs
834 Hart Senate Office Building
Washington, D.C. 20510

94 APR -5 PM 1:36

Dear Honorable Inouye:

This testimony is on behalf of the Pueblo of Zuni and the Zuni Head Start Program.

The Zuni Head Start Program has touched the lives of approximately 4,000 children and families since it began in 1965.

Abilities to serve more children in Zuni Head Start has not been feasible because there are no existing facilities on the Pueblo to be considered as possible sites for expansion.

The uniqueness of Indians living on reservations does impact Indian Head Start Programs when it means serving more children through expansion because of regulations against the construction of facilities.

Therefore, it is important that the voices of the Indian people be heard through the Senate Committee on Indian Affairs regarding issues on the Head Start Reauthorization Act.

Your support of the young children and families within the Pueblo of Zuni will be greatly appreciated.

On Behalf of the Head Start Children, Staff and Parents,

Kathleen Romancito

Kathleen Romancito
Director
Zuni Head Start Program

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PETERSON ZAH
PRESIDENT

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VICE PRESIDENT

NAVAJO NATION WASHINGTON OFFICE

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Written Testimony of the
Navajo Nation
Before the
Senate Indian Affairs Committee
and the
Senate Labor and Human Resources Committee
on the Joint Hearing
regarding
Indian Head Start Programs
held on
March 25, 1994

INTRODUCTION

On behalf of President Peterson Zah, the Navajo Nation would like to thank Chairman Inouye and Chairman Kennedy and members of the Committee on Indian Affairs and the Committee on Labor and Human Resources for allowing it the opportunity to submit its written statement for the hearing held on March 25, 1994 concerning S.1852, the Head Start Act Amendments of 1994. The Navajo Nation appreciates the bipartisan support of the Head Start programs expressed by members of the Committees, Congress and the Clinton Administration.

The Navajo Nation views this hearing as an excellent opportunity to present its views on the Head Start Program, and provide the Committees with an overview of some of the unique problems the Navajo Nation and other Indian tribes face in implementing their Head Start Programs. In addition, the Navajo Nation would also like to make recommendations on S. 1852 to ensure that efforts at improving Head Start programs include provisions that target the unique needs of Indian children. The Navajo Nation hopes that we can continue to work together to improve Head Start for the well-being of our children, families, communities and the future of the Navajo people.

THE NAVAJO NATION

The Navajo Nation is the largest American Indian tribe, with a total population of 219,198 enrolled members (13 percent of all Indians nationwide).

The Navajo Reservation is also the largest in size (36 percent of all Indian lands in the lower-48 states), spanning more than 17 million acres which extend into three states: Arizona, New Mexico and Utah. Our land base is comparable in size to the state of West Virginia. Within Navajo lands, there are three Navajo satellite communities - Alamo, Canoncito and Ramah - located in central New Mexico and the checkerboard lands in the Eastern Navajo Agency.

Although the Navajo Nation is rich in natural resources and possesses tremendous economic potential, socio-economic conditions on the Navajo Nation are comparable to those found in underdeveloped third world countries. According to the 1990 Census, the percentage of Navajos living below the poverty level was approximately 56 percent as compared to approximately 13 percent for the entire United States. In addition, the median household income on the Navajo Nation in 1990 was $10,433. The corresponding figure for the United States in 1990 was $30,056. Many of these conditions can be attributed to a lack of infrastructure. For example, the Navajo reservation has 2,000 miles of paved roads while West Virginia, which is roughly equivalent in size, has over 18,000 miles.

Navajo Nation Population and Educational Structure

The Navajo Nation is a young nation. The education and development of our youth is extremely important to the future of our people. According to the 1990 U.S. Census, approximately half of our people (75,084 of 151,105 Navajos) residing on or near the Navajo reservation are below the age of 21. In addition, a 1992 Indian Health Service (IHS) survey reported that approximately 15 percent of the Navajo population is under six years of age. In the same survey, Navajo Area IHS statistics also indicate that the population trend is expected to continue with the Navajo Nation birth rate determined at 32.5 percent. This compares to the 1987 U.S. birth rate of 15.7 percent.

Due to the size of the Navajo reservation and our population boom, the educational system serving Navajo children is in tremendous need of expansion and improvement. Navajo students are currently served by six types of school systems that exist on or near the Navajo reservation: 1) the New Mexico Public School System; 2) the Arizona Public School System; 3) the Utah Public School System; 4) the Bureau of Indian Affairs (BIA) school system; 5) contract/grant school system; and, 6) mission/private schools. The majority (at least 80 percent) of Navajo students attend public schools.

Despite the number of schools that serve the Navajo Nation, a significant number of Navajos students attending these schools do not receive the quality education they need and deserve. The Navajo Nation strongly believes that the lack of competent school systems is mainly due to: the lack of consideration to integrate the Navajo culture into schools' curriculum and programs; the shortage of

competent teachers; ineffective programs; inadequate school transportation and school facilities; insufficient funding for all programs including vocational and post secondary institutions; and, inconsistent requirements between differing school systems.

These inconsistent requirements are due to the fact all schools on or near the Navajo reservation must comply with their respective state's educational criteria. This presents a unique challenge and problem as the Navajo Nation spans into three states. Consequently, curriculum and graduation requirements vary by region depending on internal problems and developing curriculum for Navajo students.

Educational statistics of Navajo students such as, measures of achievement, school completion, and college attendance indicate performance levels far below those associated with our worst urban and rural educational systems. The schools serving Navajo children are not providing them with the educational and social opportunities that they need and deserve. To worsen matters, the Navajo Nation government and its people do not possess the authority to address the bulk of these problems.

In addition, Navajo students face added dilemmas due to the economic conditions on the reservation. All too often, there is inadequate housing, lack of water and indoor plumbing, lack of electricity, heating and refrigeration in homes as well as the lack of funding for roads and facilities. As a result, Navajo students must carry additional burdens outside the provisions of a supportive and conducive learning environment available to other children in the United States.

The Navajo Nation Head Start Program

Due to our young population, socio-economic conditions, and educational structure, it is crucial that Navajo children be provided with a strong foundation for educational and social development. Head Start Programs provide such a foundation, and the Navajo Nation's Head Start Program is no exception by providing a number of important social and educational services to Navajo children and families.

The Navajo Nation operates the largest Indian Head Start program with 128 centers located in communities throughout the entire Navajo reservation. In 1993, these centers served an enrollment of 3,838 Navajo children. Head Start Program sub-offices are located at each of the five Navajo Agencies with the central office located at tribal headquarters in Window Rock, Arizona. The five Agencies are further divided into 110 Chapters, which serve as the focal point for delivery of services and information to community members. These 110 Chapters are considered the service and recruitment areas for each Head Start Center. The Alamo and Ramah satellite communities contract services from the Head Start

Program.

Importance of Head Start Services Provided on the Navajo Nation

The majority of Navajo families maintain extended family relationships often living in groups which include grandparents and relatives other than the immediate family. Traditionally, children were raised within this secure network of people who cared for them and contributed to their education and social well-being.

Recently, however, this system of child development, coupled with formalized education in schools, has begun to deteriorate due to the many external forces which influence families and children. The teachings through strong family interaction has been weakened with families drifting apart to follow jobs and other opportunities not available near their homes. Our children often bear the brunt of adverse impacts caused by these socio-economic changes. Consequently, these voids have been created in the family safety net where children were once secure.

The Head Start program provides many families with an alternative for their child's early education through a program which provides them the opportunity to contribute on a daily basis with the design and implementation of programs most suited to their needs and our philosophy of child development. A philosophy which seeks to continually reinforce and pass on our people's heritage, traditions, culture, and language in a system which also recognizes and teaches the importance of skills, knowledge and qualifications necessary to deal with realities of our present age and environment.

The realities we face now of limited opportunities, and general underdevelopment in most essential health, education, social, and economic areas will undoubtedly continue unless we respond with the investments needed now to prepare our children, with the necessary skills, knowledge and tools to make those important decisions to strengthen our Nation. Our Head Start Programs will continue to play an essential role in the future development of our Nation. The Navajo Nation can only hope that future is one with unlimited opportunities, strength and self-sufficiency.

Services Provided by the Navajo Nation Head Start Program

The Navajo Nation Head Start Program provides a number of important educational, social and health services to Navajo children and families that are otherwise unavailable on the Navajo Nation. Children enrolled in the Navajo Head Start Program participate in a variety of educational activities that help with positive development mentally, socially, emotionally and physically.

The Navajo Nation Head Start staff members are trained to teach and work directly with children and parents. They provide children with a good environment; the opportunity to learn and to experience success. The program emphasizes a well-rounded environment allowing children to socialize and interact with others, solve problems and experience things which add to their self-confidence and improve their listening and speaking skills.

The Navajo Head Start curriculum contains elements of our Navajo Child Development philosophy through activities designed to introduce children to Navajo history, culture and our traditional forms of teaching. Through this interaction, children gain an awareness of their identity, language, culture, and appreciation of their value in Navajo society.

To ensure good health for children we provide a program offering free medical and dental care including vision and hearing tests and needed immunizations. Meals and snacks served at our centers are prepared with high regard for the nutritional content and tastes of children. Other services are offered to assist children with special needs and disabilities.

Children are provided with transportation to and from their homes. Head Start services are provided in facilities containing one or more classroom. For those communities which do not have facilities, we offer a home-based program which allows children to begin their Head Start experience in their homes. Head Start teachers go directly into these homes to work with the children and their families. Field trips to provide children with new experiences and opportunities to learn are also added to the regular curriculum for students and their parents.

Our teachers and other staff members are encouraged to improve their skills and qualifications through a career development program involving local colleges and universities. This is coupled with a variety of job-specific training sessions delivered on a regular basis to Head Start employees and the Central Parent Policy Council. The Central Parent Policy Council provides oversight to Head Start programs.

In addition, the Navajo Nation Head Start Program is in the process of designing and implementing some employment training, parenting skills development opportunities for parents of Head Start children. One of the latest initiatives involves development of cooperation agreements and linkages with other Child/Family Health and Social Service providers so that children can be helped with services they may need.

In short, the Navajo Nation Head Start Program tries to examine the overall needs of Navajo children and their families and attempts to assist them with the best services to fit their situation. Without many of the important services

delivered by the Navajo Nation Head Start Program, many Navajo children and their families would not be afforded basic educational, social and health benefits necessary for their healthy and productive development.

THE NEED FOR IMPROVEMENT AND EXPANSION OF THE NAVAJO NATION HEAD START PROGRAM

Underservice

Despite the Navajo Nation's success in implementing its current Head Start Programs, the majority of Navajo children who are eligible to participate in Head Start remain unserved. This is primarily due to the lack of adequate funding through the Indian Head Start Bureau.

According to the 1990 Census, there are approximately 19,665 Navajo children between the age of 0-5 years. The 1990 census indicates that 62.6 percent of the Navajo Nation's 0-5 year population (12,144) live below the poverty level. Therefore, the Navajo Nation Head Start Program estimates that in 1993, approximately 8,224 three-to-five year old Navajo children who are eligible for Head Start Services will not be served by the Head Start Program. Our current level of funding is not adequate for Head Start services to all children eligible between the ages of 3-5 years.

Health and Social Issues

In addition to not being able to serve the majority of its eligible children, the Navajo Nation Head Start Program faces additional problems associated with basic health and social needs of its children.

Out of 3,582 Head Start families, our "Family Needs Assessment" showed that 2,031 families need some form of social services. The needs vary from housing, child abuse/ neglect, unemployment, lack of transportation and illiteracy among adults. Because of high unemployment on the reservation, many families are leaving their original homesite and relocating to nearby urban areas. Consequently, the children are exposed to, and experience increased social problems, such as juvenile delinquency, domestic violence and alcoholism. Families who cannot find employment or provide adequate care and basic needs to their children experience stress, depression and frustration. The consequences to many children are child abuse and neglect, alcoholism, drug and substance abuse and effects of fetal alcohol syndrome.

A recent Navajo Head Start Dental Survey identified "major problems with teeth" in Head Start children. The survey showed the following results: approximately 55 percent had baby bottle tooth decay; 19 percent suffer tooth

decay in half or more of their teeth; 47 percent suffer from tooth decay in their molar teeth. These surveys indicate the continuing need to improve the health and nutrition through effective community education programs. The habits that contribute to the high incidence of dental problems can be alleviated with proper early intervention, when children are beginning to learn proper health care.

Furthermore, approximately 11 percent, or 382 Navajo children participating in Head Start Programs have been professionally diagnosed as having a disability. The two primary areas of diagnosed disorders include speech and language disorders (265) and health impairments (41).

Because of sub-standard socio-economic conditions, the lack of health facilities and social programs, many Navajo families cannot provide their children with adequate care to fulfill all of their health and social needs. In order to compensate for this lack of care and services, the Nation Head Start Program provides additional services to Navajo children participating in its program. To ensure that quality standards are maintained when providing such services, the Navajo Nation Head Start Program must devote further resources to accommodate the additional health and social needs of Navajo children.

Unique Issues Facing the Navajo Nation Head Start Program

Besides the aforementioned barriers, the Navajo Nation faces other unique issues that present its Head Start Program with the tremendous burden of attempting to serve Navajo children with only a fraction of necessary resources.

For instance, because of the geographical isolation and massive infrastructure deficiencies of the Navajo Nation, the Navajo Nation Head Start Program is confronted with an abnormally high cost of transportation. Navajo Nation Head Start buses commonly travel over 100 miles a day in their everyday routes. In addition, reservation gasoline prices are generally higher than off-reservation fuel. Consequently, operating costs of transportation on the Navajo Nation are substantially higher than those of other Head Start Programs. Moreover, because of the lack of paved roads and harsh environment, the Navajo Nation Head Start Program must pay higher maintenance/repair costs for Head Start vehicles. As a result of its limited resources and the higher costs of transportation operation, maintenance, and repair, the Navajo Nation is forced to limit the amount of its services rendered to Navajo children.

In addition to higher transportation costs, the Navajo Nation Head Start Program lacks adequate facilities to serve all Head Start eligible children. In fact, the Navajo Nation Head Start Program's existing classrooms represent only a small fraction of those needed to serve its children. For instance, in order to comply with the 20 children per classroom criteria required by federal guidelines, and taking into

account the 8,224 unserved children, the Navajo Nation estimates that a minimum of 412 additional classrooms are needed to serve all of its children. As in the case of other Indian Head Start Programs, the majority of these classrooms are in extreme disrepair and in need of major renovation and/or reconstruction. Furthermore, a number of our classrooms are located in modular buildings do not present a permanent solution to the Navajo Nation's need for increased Head Start classrooms. Again, because of the tremendous need and limited resources, current funding is not nearly adequate for the Navajo Nation to address these issues.

RECOMMENDATIONS

Due to the distinct circumstances on the Navajo Nation and Indian country, such as massive infrastructure deficiencies, geographical isolation, high level of poverty and young population, there is a tremendous need to expand and improve the Head Start Program on the Navajo Nation. Without special attention that specifically addresses some of these unique issues, Navajo children who are eligible to participate in Head Start Programs will continue to be underserved. The foregoing should serve to highlight suggested changes which the Navajo Nation hopes will improve the situation of its Head Start Program.

In offering proposed changes to S. 1852, the Navajo Nation strongly believes that the protection of our sovereignty as a Nation, a government and a people with its own unique culture, language and traditions is paramount. It is extremely important that the Navajo Nation maintain government-to-government relationships with federal agencies, borne out of treaties negotiated and legally binding, should continue to be honored and reinforced. In addition, it is important that federal agencies recognize their trust responsibility to American Indian tribes in carrying out their respective services.

As a result, the Navajo Nation respectfully offers five recommendations. The following recommendations are concerns the Navajo Nation has identified while working directly with Head Start Centers and Parent Policy Councils from local communities.

1. Because of the unique government-to-government relationship with Indian tribes, the Navajo Nation recommends that the Head Start legislation be amended so that American Indian Head Start Programs are treated on a separate basis. Currently, American Indian Head Start Programs are administered along with Migrant Head Start Programs which face unique issues that are distinct from those confronted by the Navajo Nation and other Indian tribes. This would help ensure that Head Start services provided to Indian children reflect their particular needs. In addition, this would better enable tribes and the Head Start Bureau to determine more accurate levels of funding for American Indian Head Start Programs.

2. As previously mentioned, the Navajo Nation operates the largest Indian Head Start Program. At the same time, however, Navajo children continue to among the most underserved because the Navajo Nation's current Head Start funding is not sufficient to serve the vast majority of Navajo children who are eligible for Head Start services. As reflected by statistics on our unserved and/or undeserved Head Start eligible children and families, this trend is only expected to continue. In fact, because of an ever increasing population and dramatic rise in demand for Head Start services, the Navajo Nation firmly believes that this historic underservice will worsen. Unless given special consideration by the Administration and Congress, the Navajo Nation will continue to be able to serve only a fraction of its eligible children. Consequently, the Navajo Nation recommends that additional funding be set-aside for American Indian Head Start Programs, particularly those with disproportionately high levels of need.

3. The Navajo Nation supports proposed amendments to expand the eligibility of Indian children residing in towns that border Indian reservations. As with other American Indian tribes, many Navajo parents who reside in border communities wish to have their children participate in the Navajo Nation's Head Start Program. In addition, the Navajo Nation supports expanding the eligibility criteria based on income. While the Navajo Nation supports such language, however, the Navajo Nation remains concerned that without additional funding, expanding the eligibility criteria may in fact place an additional burden on the Navajo Nation's Head Start Program. Therefore, the Navajo Nation recommends that additional funding be provided to ensure that the expansion of eligibility requirements does not place an increased demand on Indian Head Start programs.

4. The Navajo Nation urges the Committee to include language in the legislation that would address some of the unique construction and/or transportation issues faced by Indian Head Start Programs. As previously mentioned, the Navajo Nation does not possess or receive nearly the amount of adequate resources to fulfill the needs of our children with respect to transportation or construction costs. Again, without special consideration by Congress and the Clinton Administration, transportation costs will continue to take up a disproportionate share of the Navajo Nation Head Start Program's funding. In addition, without special attention to address the overwhelming need to construct new classrooms, Navajo children will continue to be underserved.

5. Due to size and increased need, many of the larger American Indian tribes whose contract amounts are substantial, do not possess the resources to meet the matching funds requirement. In the Navajo Nation's case, the current requirement of a 20 percent match as a

condition for Head Start funding is extremely prohibitive. Our desire to apply for additional funds to finance needed expansion of our programs is seriously compromised by a decrease in tribal revenues and our difficulty in coming up with the required match in coming years. Accordingly, the Navajo Nation recommends that the current requirement for matching funds be lowered to better accommodate the needs of larger tribes such as the Navajo Nation.

CONCLUSION

The need to provide a solid educational, social, and economic foundation to Navajo children is paramount to the future of the Navajo Nation. We realize that much of the focus of S. 1852 will center on Head Start Programs on a broad basis, however, the Navajo Nation strongly recommends that provisions be incorporated in the legislation to address some of the unique issues faced by American Indian children.

The Navajo Nation appreciates the opportunity to submit its written statement for the hearing record and looks forward to the Committees' favorable consideration of its suggestions. The Navajo Nation looks forward to working with the Senate Indian Affairs Committee and the Senate Labor and Human Resources Committee on further educational initiatives, and hopes that we can jointly develop and implement positive initiatives to benefit our children.

March 23, 1994

Senator Daniel Inouye, D-Ha
US Senate Committee On Indian Affairs
838 Part Bldg.
Washington, DC 20510

Dear Senator Inouye:

As a member of the Navajo Nation and as a Head Start parent, I will be affected by certain issues regarding the HEad Start Reauthorization; therefore I am respectively requesting for your support on the following:

1. The current income elgibility guidelines excludes several hundred Navajo children who are classified high-income and therefore not able to benefit from Head Start programs; this guideline must be deleted which will allow ALL Navajo children an opportunity to benefit from Head Start.

2. The elimination of the "on reservation" rule barring off-reservation children from qualifying for Head Start services. This will allow all Navajo children living outside the reservation boundaries to attend Head Start on the reservation.

3. With a severe lack of adequate facilities that are safe and vacant on the reservation, the regulation that precludes our Grantee, the Navajo Nation, to LEASE or PURCHASE tribal facilities only stalls and hinders our potential for growth and improvement across the Navajo Nation. The deletion of this regulation will greatly enhance the opportunity to acquire adequate and environmentally safe facilities for my child and other Navajo children.

4. Institution of Indian Preference at the American Indian Programs Branch of the HEad Start Bureau will bring a positive and significant balance to all Native American Head Start programs. I want to see more Native Americans at the National level and to have equally representation from all Native children of Head Start.

5. Under the current Act, Grantees subjected to termination will not receive priority designation or be considered for reapplication. This is unfair to the Indian people and I want this changed, we are continually striving to become a soveriegn nation. This will affect all children in our tribe, some 12,000 strong and growing. I do not want Head Start seruves to be cut from our nation.

Please consider making positive and child benefiting changes to the Head Start Reauthorization for my son, Kendrick, who is now 4 years old, for my Head Start center with 20 enrolled children, and for my agency (Fort Defiance,AZ) that has 720 children enrolled, and for my Navajo Nation with only 2,500 enrolled with all others on waiting lists or not being served. We need your help and I am asking that you assist us in enhancing Head Start services today, and in the future. Thank-you.

Bernadine Johns, Parent and Policy Council Member, Navajo Nation

Bernadine Johns

March 23, 1994

Senator Daniel Inouye, D-Ha
US Senate Committee on Indian Affairs
838 Hart Bldg.
Washington, DC 20510

Dear Senator Inouye:

My name is Kendrick Johns, I am 4 years old and live in Crystal, New Mexico.

I attend the Chee Dodge Head Start in my community and have been since September 1993. I enjoy going to school and learning many new things each day. I get to ride the bus and I get to be with other children. We go on field trips, we have parties for birthdays and holidays, and we have lots of fun learning about animals, food, manners, and especially our Native language. My school is important to me.

Any ammendments to the Head Start Act will definetly affect me and all other Navajo children on our Navajo Nation. Please be cognizant of our needs; I want all Navajo children to be elgible regardless of income, location of home, and for our tribe to be able to rent or lease facilities for us without any regulations forbidding them to do so. You must help me and others to keep Head Start, because I am benefitting from it every day.

Thank you for your support!

Kendrick N. Johns

Kendrick Johns

BJohns, mother
Bermedine Johns

INDIAN CHILD AND FAMILY CONFERENCE

3812 Central Avenue S.E., Room 205
Albuquerque, New Mexico 87108
Phone: 505/265-8344

March 24, 1994

Honorable Senator Daniel Inouye
US SENATE COMMITTEE OF INDIAN AFFAIRS
838 Hart Building
Washington, D.C. 2010

Senator Inouye,

During the week of March 7-10, 1994, the Southwest Consortium of Indian Head Start Programs held its 13th Annual Indian Child and Family Conference (ICFC), in Albuquerque, New Mexico. The Indian Child and Family Conference was well attended with 750 head start parents, staff, tribal leaders and administrators representing 64 of 119 Indian Head Start Programs within the American Indian Programs Branch (AIPB - Region XI).

During the I.C.F.C., Parent, Staff, Tribal Leaders and Administrators Caucus were held to address Indian Head Start concerns and issues. These revolved around the eleven (11) resolutions developed in June 1993, by the National Indian Head Start Directors' Association (NIHSDA) which will be presented to the Joint Hearing of the Senate Committee on Indian Affairs on Friday March 25, 1994, on Indian Issues regarding Head Start Reauthorization Act of 1994.

Particular issues addressed by the Southwest Consortium Caucuses are inclusive of the National Indian Head Start Directors' Association with each identifying their priority concerns per the attached resolutions:

Parent Caucus:

* Head Start funds be Entitlement oppose to Discretionary.
* 15% Administrative Cost be charge to a set aside and not be taken from the initial grant amount.
* Create an Associate Commissioner (Desk) office to address Indian Nation Head Start programs.

A Head Start Training Seminar Sponsored By
THE SOUTHWEST CONSORTIUM OF INDIAN HEAD START PROGRAMS

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SW Consortium Caucus Issues Continued
Page Two

Tribal Leaders

* Sovereignty of Indian Nation to recognize the Government to Government relation with the Federal Government.

* Establish an Associate Commissioner of Indian Head Start within Administration for Children and Families.

* "Indian Preference" be employed to address Indian Nations issues with the Department of Health and Human Services.

* Eligibility criteria be broaden to not restrict services to Indian families to "reservation communities".

* Limit authority Secretary (DHHS) to designate non-Indian, non-profit Agency as replacement grantee within jurisdiction of tribal governments.

Administrator Caucus

Inclusive of the National Indian Head Start Directors' Association Indian Head Start Issues with priority listing per the Administrators' Caucus.

* Construction funding for Indian Head Start facilities over funds for modular buildings.

* Lack of opportunity of Indian Head Start Programs for early childhood education for children and families.

Staff Caucus

* Income Eligibility be increased/eliminated.

* Additional services to children birth to 3 years of age and children with disabilities.

* Construction funding be made available as well as funds to renovate existing facilities.

* Additional funds to address staffing and to provide quality direct service to children with disabilities.

* Adequate funds to provide training and technical assistance to Indian Head Start staff and parents.

All Indian Head Start Program issues MUST be addressed in the Head Start Reauthorization Act of 1994, to improve direct comprehensive developmental services to Indian children and families in Indian communities. The Indian Issues from the Parent, Tribal Leaders, Administrators and Staff Caucus be viewed unique from non-Indian Head Start Programs and these be reflected in Congressional Legislation to achieve Quality Services in all components of Head Start i.e. Education, Health, Nutrition, Social Services, Parent Involvement, Disability and Administration.

Sincerely,

Arnold D. Yazzie, Chairperso
SW CONSORTIUM OF INDIAN HEAD
START PROGRAMS

cc: SW Board Members
ICFC Coordinator

13th Annual Child and Family Conference
Resolution Supporting the National
Indian Headstart Directors Association
National Advocacy Agenda Issues

Resolution Supporting the National Indian Head Start Directors Associations National Advocacy Agenda Issues.

WHEREAS, the National Indian Head Start Directors Association is an organization that addresses issues and concerns of the Head Start programs; and

WHEREAS, at a National Indian Head Start Directors Association (meeting, conference); June 199. the following issues were identified:

1. Existing legislation and federal regulations do not allow for the construction of Head Start facilities by Indian grantees.

2. Many preschool aged Indian children lack an opportunity to participate in a preschool program let alone a comprehensive early childhood education progrm as Head Start.

3. Federally recognized Tribes are Sovereign Nations and associated with the Federal Government in Nation to Nation relationships. The on-going discussion by the Administration to eliminate the American Indian Programs Branch and to decentralize the administration functions to the Department of Health and Human Services' regional offices serves to weaken this legal relationship.

4. The allocation of Head Start supplemental training and technical assistance funds to Indian grantees are insufficient for most grantees to address the training needs of staff, parents and volunteers.

5. The level of quality improvement funds (appropriations) is insufficient to address the service delivery needs of most Indian grantees.

6. Due to existing funding levels of grantees, many programs have established organizational structures which require the Head Start director, program coordinators and teaching staff to carry dual or triple component and management functions.

7. The expansion of Head Start services is essential for meeting the needs of preschool Indian children residing in both reservation and non-reservation communities throughout the Nation.

8. a) Implementing the "shared decision making" aspects of Head Start often places tribal councils and policy councils in conflict with each other.
   b) Head Start personnel administration is a challenge which often presents burdens and clashes with the established policies and procedures of the grantee agency.
   c) The concept of joint or shared decision making in Head Start is a process that is often disruptive to the general administration and management of the program. Grantees often have difficulty implementing and maintaining the process. 70.2 poses difficulties for tribal tradition and cultures.

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9. The cost of operating and maintaining comprehensive Head Start services in isolated and remote Indian communities increases every year which makes it difficult to maintain an acceptable level of quality services.

10. Additional services for children age birth to 3 are needed in Indian communities to augment other services provided to low income families.

11. Meeting the minimum requirements of the Head Start program Performance Standards is formidable for many Indian grantees and affects their capacity to adequately address quality improvement of service delivery.

12. Indian Head Start grantees experience an inordinate number of audit exceptions relative to serving over-income children and documenting non-federal share.

WHEREAS, recommendations were made to address these identified issues.

NOW THEREFORE BE IT RESOLVED THAT; Tribal leaders and the Southwest Consortium of Indian Head Start programs present at the Thirteenth Indian Child and Family Conference held on March 7-10, 1994 at the Albuquerque Hilton Hotel, Albuquerque, New Mexico, hereby supports the National Indian Head Start Directors Association National Advocacy Agenda Issues outline in the fore going resolution.

CERTIFICATION

I, the undersigned, hereby certify that this resolution at a duly called meeting held at the Thirteenth Indian Child and Family Conference on March 9, 1994, a quorum being present and was voted with _____ approving and _____ opposed.

Southwest Consortium of Indian Head Start Programs

13th Annual Indian Child and Family Conference

STAFF CAUCUS

The 12 issues that were developed at thes National Indian Head Start Directors Association in June of 1993 were presented to all staff members in attendance, along with' legislative and/or administrative recommendations.

Input on these issues, plus, other staff concerns, were received from staff members of the Southwest Consortium, in addition, to other Indian Head Start staff from across the nation, such as, Montana, Oregon, Utah, South Dakota, Wisconsin, etc. Also in attendence was the National Indian Head Start Staff Representative, Angela Snell.

Several concerns which the staff brought out pertain to the legislative and/or administrative recommendations proposed by the Directors Association, therefore will be supported by the staff, such as,

Issue #2 - Income Eligibility

Issue #4 - Additional services needed for children ages birth to 3 years of age, whereas, children with possible disabilities may have adequate services

Issue #5 - Construction of Head Start facilities , more funding should be available plus, additional funding to improve facilities in order to maintain compliance.

Issue #6 - Funding availability to adequately structure our programs so that qualified staff have sufficient time to perform their duties and responsibilities. This will insure proper services to special needs children and bring the student/teacher ratio to a more acceptable level of quality service.

Issue #10- Adequate training and technical assistance for needs of staff and parents.

Other key issues brought out by staff members include:

#1 - Organization of National Indian Head Start Staff Association. To ensure adequate training and supportive services for all staff members.

#2 - A staff representative be elected from each program. This representative will be a member of the National Indian Head Start Staff Association, elected by their peers

and not appointed by the Director.

03 - The information received pertaining to staff members is not being filtered to staff on a timely basis, therefore, all information coming into programs concerning staff should be immediately given to the staff representative who will then relay and explain information.

04 - Directors need to meet with all staff on a regular basis to ensure staff concerns are addressed, in addition, this will also help staff stay in compliance with Performance Standards.

These key issues brought out by the staff members should be supported by all Directors. If supported and addressed these will allow the programs and staff to move in a more positive direction.

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